

# PLACEMAKING IN EUGENE

## PUBLIC SPACE RECOMMENDATIONS



APRIL 2017

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## EXECUTIVE SUMMARY

In order to make Eugene's downtown a destination once again, and its public spaces comfortable and welcoming to all residents, we recommend that the city and its partners engage in a three-pronged approach:

1. Make safety and social services a priority in the downtown. It is critical that services for the homeless and transient populations be stepped up at the same time as the public spaces are being improved.
2. Activate the public spaces to attract a critical mass of residents, especially families and children. New uses and activities ("Lighter, Quicker, Cheaper" interventions) can be introduced immediately to build enthusiasm and change perceptions about the downtown.
3. Make physical improvements to each public space that will reduce crime, support positive activation, improve visibility and access, and enhance comfort.

The Park Blocks, in conjunction with the new City Hall, an expanded Farmers Market and the Wayne Morse Free Speech Plaza, will reemerge as the "Heart of Eugene." The West Park Block will be a civic square, offering food, beverages, and games on a daily basis, while the East Park Block will offer activities for families with children and a versatile performance space.

Broadway Plaza (Kesey Square), as the center of the shopping and entertainment district, will be the focal point of the downtown. It will include an outdoor café that will activate the space from morning until night.

The Library Plaza consists of the corners at the intersection of 10th Avenue and Olive Street. Visible, positive activity at all four corners will welcome people to Eugene, creating the sense of a "gateway to the downtown."

The Hult Plaza will continue its role as the outdoor presence of Eugene's premier cultural magnet, but will be rebuilt to be more visible and flexible, and uses will expand to include convention-related activities.

### ACTION PLAN

#### Spring 2017

1. Social Services; The City of Eugene works with Lane County and social service providers to develop a social service strategy for the homeless/transient population in downtown.
2. Lighter, Quicker Cheaper (LQC) Interventions: The City of Eugene introduces movable seating, food carts or trucks, games, family programs, swings, and additional performances to the Park Blocks; the city, with Saturday Market, continues outdoor dining at Kesey Square; the city, with assistance from library staff, LTD and LCC, adds movable tables and chairs, swings, and seating platforms to the Library Plaza; the city, with staff from the Hult



Center, continues Thursday evening programs at the Hult Center and begins discussions with Hilton Hotel about shared programs.

3. RFP for Kesey Square: City of Eugene issues an RFP for a vendor to help build and operate a café structure.
4. Management: the City of Eugene continues to provide programming and amenities, but seeks a programming partner to assist with LQC interventions. The city begins management discussions with stakeholders and considers setting up a nonprofit funding arm, possibly with stakeholders.

#### Summer/Fall 2017

1. Social services: a program is developed to engage homeless and transient population in developing ideas for the public spaces and in implementing them.
2. Kesey Square: The City of Eugene signs agreement with vendor for new café.
3. Park Blocks: landscape architect is hired to develop design and construction documents.
4. Library Plaza: café begins outdoor service; LTD continues food vending.
5. Management: nonprofit entity is set up to help fund and program the downtown public spaces.

#### Winter 2017/2018

1. Holiday programs: the city works with new nonprofit or programmer to increase LQC winter activities, especially holiday events.
2. Kesey Square: new café begins construction.
3. Park Blocks: design and construction documents developed.

#### Spring 2018

1. Kesey Square: new café completes construction.
2. Park Blocks: begin construction.
3. Hult Center: steps up programming for season to make up for Park Blocks closure.

#### Summer 2018

1. Kesey Square: new café opens, and begins music and art programs.
2. Hult Center: continues programming.

#### Summer 2019

1. Park Blocks reopen: grand celebration and new programs.
2. Management entity takes on operations, maintenance and programming of Park Blocks.

## PROJECT OVERVIEW

In 2016, Project for Public Spaces, Inc. and the City of Eugene embarked on a ***placemaking campaign*** for the downtown called “Places for People.” The city engaged PPS to conduct a study of the downtown’s public spaces, and prepare recommendations leading to vibrant plazas and parks where everyone will feel safe and welcome. The public spaces are critical catalysts in the revival of downtown and in supporting redevelopment efforts. They will play an important role in attracting residents and visitors back downtown who now are reluctant to go there. PPS focused primarily on the following spaces and their surroundings:

- *The Park Blocks*
- *Broadway Plaza (aka Kesey Square)*
- *The Eugene Public Library sidewalk and all four corners of the 10th Avenue and Olive Street intersection*
- *The Hult Center Plaza at the Hult Center for the Performing Arts*

## WHAT IS PLACEMAKING?

Placemaking inspires people to collectively reimagine and reshape the public spaces at the heart of their community. It strengthens the attachment between people and the places they share, and helps build stronger communities.

## WHY PLACEMAKING FOR EUGENE?

Placemaking is a multi-faceted approach to the planning, design, and management of public spaces. Put simply, it involves both looking carefully at a place, and observing and listening to the people who live, work and play there to discover their needs and aspirations. This information is then used to create a common vision for the place. The vision may be long-term, but it can also evolve quickly into a “Lighter, Quicker, Cheaper” implementation strategy, beginning with small-scale, doable improvements that bring immediate benefits to public spaces and the people who use them. This lighter, quicker experience can help to inform the long-term solutions.

Downtown Eugene is at a turning point, where the spark of placemaking -Places for People- is igniting an exciting reexamination of the settings that people experience everyday — the streets, parks, plazas and waterfront — and inspiring a new collective vision of what they can be. PPS engaged over 2,000 people-- through workshops, interviews and surveys-- in thinking about downtown Eugene’s public spaces, capitalizing on the community’s assets, inspiration, and potential, to help inspire this new collective vision.

# WHAT MAKES A GREAT PLACE?

In its 40 years studying what makes public spaces work, PPS has found that four attributes are key to the success of any place.

## USES & ACTIVITIES

Activities are the basic building blocks of a place. Having something to do for people of all ages gives people a reason to come to a place again and again.

When there is nothing to do, a space will be empty and that generally sends the message that something is wrong.

## ACCESS & LINKAGES

You can judge the accessibility of a place by its connections to its surroundings, both visual and physical. A successful public space is easy to get to and get through; it is visible both from a distance and up close. The edges of a space connect to the surrounding streets, which themselves should be vital and interesting. The space should be linked to the rest of the city through pedestrian, cycle, and transit routes.

## COMFORT & IMAGE

Comfort includes perceptions about safety, cleanliness, and the availability of places to sit — the importance of giving people the choice to sit where they want is generally underestimated. People will spend more time in a comfortable, safe space. Image refers to how inviting the space is, and whether it maintains a distinct identity in line with the surrounding neighborhood.

## SOCIABILITY

Sociability is a difficult quality for a place to achieve, but once attained it becomes an unmistakable feature. When people see friends, meet and greet their neighbors, and feel comfortable interacting with strangers, they tend to feel a stronger attachment to their community — and to the place that fosters these types of social interaction.





## PLACEMAKING CAMPAIGN GOALS

City staff, working with a Stakeholder Advisory Committee, identified the following goals for the “Places for People” campaign:

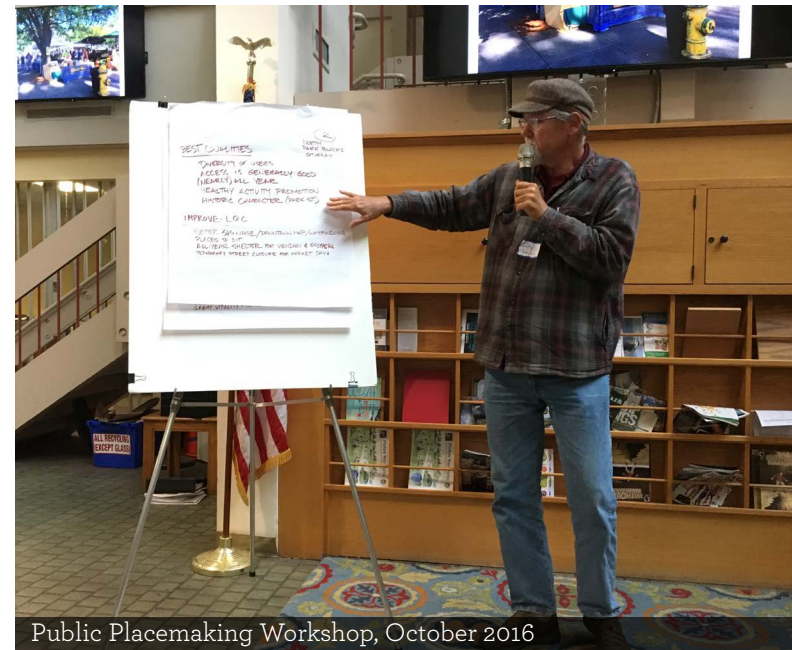
- **Create vibrant, engaging public spaces in the downtown that appeal to everyone: residents and families, downtown employees, students, and visitors.** Develop a diverse mix of uses and activities that enable more groups to enjoy and energize the downtown.
- **Give downtown Eugene a sense of place and a unique identity** through its great streets and public spaces.
- **Attract new businesses, catalyze new development, and create a mix of uses** in the downtown by creating exciting destinations. The mix should add up to vibrancy.
- **Embrace downtown Eugene as the city’s center for culture and commerce.** Eugene has one downtown, one urban core, that is the historic heart of the city. This is THE spot that has to work for the entire city to be successful. It’s the cultural, economic, and civic core, and its historic significance should be embraced.
- **Connect the key public spaces and destinations** — including those that lie outside the downtown — with walkable, bikeable “streets as places.”
- **Create safety and security for everyone.** Everyone who visits should feel safe and included. We cannot displace people for the sake of beautification.
- **Create a city-wide, on-going Placemaking campaign for the downtown.** Ensure that this campaign is proactive and engages a wide cross-section of the population.

## COMMUNITY ENGAGEMENT PROCESS

Between August and November 2016, PPS engaged with the public in a variety of ways, speaking to or surveying over 2,300 people and observing activity in the public spaces over a period of several months. An effort was made to reach out to people both in and outside of the downtown, in order to understand the perceptions and behavior of a broad cross-section of residents, even those who rarely come downtown. For a detailed description of the information that emerged from the public engagement, see the PPS report, “Placemaking in Eugene: Findings, February 2016.” The engagement methods used included:

- **Meetings with city staff and the Executive Committee:** involving representatives from all departments of the city.
- **Meetings with a Stakeholder Advisory Committee:** a group that consists of 16 individuals from local businesses, organizations, educational institutions, and government agencies.
- **Stakeholder interviews:** PPS conducted a total of 19 interviews with focus groups consisting of key stakeholders from the City of Eugene, local businesses, nonprofit organizations, local institutions and agencies, and community members.
- **Observations/behavior mapping:** PPS, city staff and volunteers conducted systematic observations of the key public spaces using behavior mapping and time lapse film.

- **Pop-up Engagement Stations:** PPS and city staff engaged the public 15 different times at stations set up under pop-up tents, in every ward of the city, both in the downtown and throughout greater Eugene.
- **Public Placemaking Workshops:** PPS conducted two public workshops that were attended by approximately 65 people.
- **Downtown Survey:** PPS received 1,927 responses to a survey about the downtown that was conducted between October 11 and November 18, 2016.



Public Placemaking Workshop, October 2016

## SUMMARY OF KEY FINDINGS

*Many people who know the downtown well said that they believe it is at a turning point:* new businesses are opening, and young people are patronizing restaurants and bars, partly because new tech businesses are attracting many new employees who are looking for places to eat lunch, shop, and go out after work. There seems to be an energy that has been lacking in the previous decade, since the pedestrian mall closed.

The Eugene Public Library is an important everyday destination, attracting families and people of all ages, while the Hult Center for the Performing Arts is an important event destination, with many Eugene residents attending performances on a regular basis. The Saturday and Farmers Markets are tremendous attractions in the downtown on Saturdays; many people said they only came downtown for the markets.

Eugene is fortunate to have a creative, engaged and compassionate population, with people involved in countless arts and cultural organizations, volunteering to help others and active in their neighborhoods. The city employs people who care deeply for their city and work tirelessly for its benefit. Many people say they passionately want a place where all Eugene can come together, a center for their city and a way to strengthen their sense of community.

*Yet many believe that the downtown is in crisis.* Many people say they do not go downtown because it feels so unsafe. If bold action is not taken soon to improve the safety situation, businesses will leave and residents will stop coming downtown altogether.

Concern over safety in downtown Eugene was, by a wide margin, the issue most frequently mentioned throughout the entire community engagement process. Safety and comfort are the top issues on people's minds when talking about the downtown's public spaces and streets. 77% of



Pop up Engagement Station at Saturday Market, August 2016

survey respondents said they were either “dissatisfied” or “very dissatisfied” with “Safety from danger and harassment” in the Park Blocks and 80% said the same about Kesey Square. Approximately 1,500 respondents (of 1,927) described fear, discomfort, and distaste when discussing coming downtown, and many respondents were reluctant to take their families there. Downtown merchants express serious concern about customers who are scared away.

In the survey and public workshops, we found that Eugene residents do not typically distinguish among the chronically homeless population, the local youth who hang out in public spaces, and the traveler or transient population, largely under 35 and male, who are not permanent residents. (We learned from the police and social service providers that this is generally the breakdown.) The public tends to generalize and call them all homeless, vagrants, transients, or travelers. The public is often reacting to negative behaviors that could be common to all groups; they are expressing fear for their safety or discomfort with the general environment.

Many survey respondents and interviewees say they have been personally threatened or harassed by people in the downtown. Many of the downtown’s transient or homeless population are viewed as being aggressive, possibly due to substance abuse and behavioral health issues. The public also mentioned repeated incidents of vandalism, dog attacks, robbery, and violence. A breakdown of survey comments by behaviors in each public space can be found

in the appendix of “Placemaking in Eugene: Findings, February 2016.”

While vigorously complaining about the occupation of the downtown by intimidating and aggressive groups, many people also believe that a central part of the solution is to provide housing, behavioral health treatment, and jobs. We learned from many social service providers, as well as elected officials, that supportive housing and behavioral health programs for the chronically homeless and local youth are provided and are expanding. Residents also expressed that there should be more for local teenagers to do to keep them off the streets, such as a youth center or YMCA programs. There is a good deal of compassion among the residents of Eugene for the homeless population, and many feel that a law enforcement approach can be menacing and ineffective.

## WORDS THAT DESCRIBE THE DOWNTOWN

The survey asked several questions that were intended to gauge overall impressions of the downtown and its public spaces. We asked which three words come to mind to describe the downtown and the same for its public spaces. This was an open-ended question with no prompts or choices.



DOWNTOWN	PUBLIC SPACES
1. Dirty	1. Dirty
2. Homeless	2. Homeless
3. Unsafe	3. Unsafe
4. Potential	4. Scary
5. Scary	5. Drugs
6. Vibrant	6. Potential
7. Busy	7. Unwelcoming
8. Fun	8. Dangerous
9. Interesting	9. Uninviting
10. Improving	10. Underutilized
11. Eclectic	

### WHAT DO YOU WANT TO DO DOWNTOWN?

At the pop-up stations, over 200 people responded to the open-ended question, “What do you want to do downtown?” The highest number of responses concerned safety and the homeless or traveler situation, with 15% stating “feel safer” and 8% stressing the need to provide housing and social services for the homeless. Around 13% of respondents expressed a need for improving physical infrastructure: landscaping, streetscape, cleanliness, seating, and amenities. The other concerns most frequently mentioned were: more food and beverage opportunities (more restaurants, take-out, food carts and beer gardens), more retail shops, and free parking.

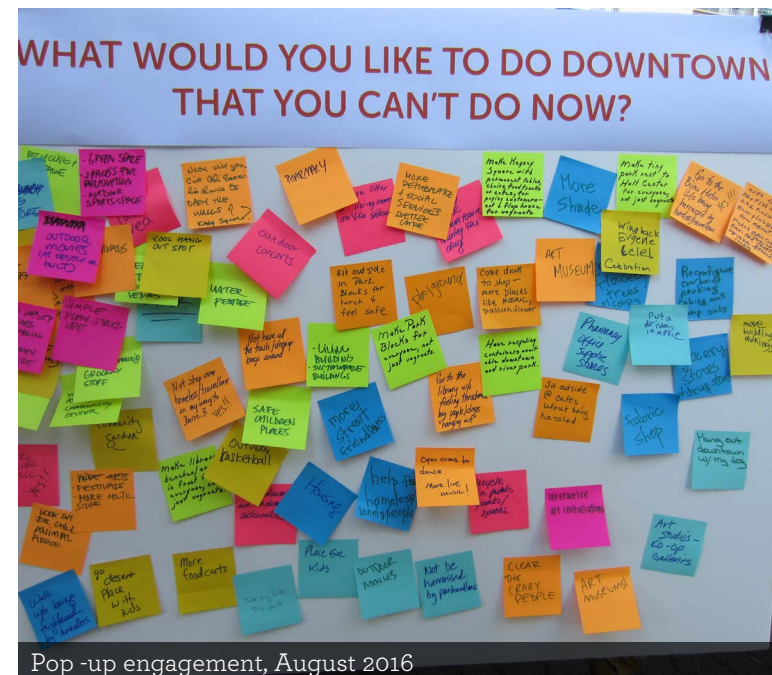
### WHAT DO YOU WANT TO DO DOWNTOWN?



The downtown lacks a critical mass of people to make it safe and vibrant. Our findings revealed that not enough people, and especially a variety of people, are going downtown. Survey respondents remarked that they do not bring their children downtown, because there is not enough for families to do and they feel that it is not safe. The downtown and its public spaces should be a destination for everyone, of all ages and cultural backgrounds.

William H. Whyte, a keen observer of urban life who wrote *The Social Life of Small Urban Spaces*, found that “people attract people” in public spaces. More specifically, people engaged in visible, positive activities are attractive to other

people. When people see people who look like them having fun, they feel more comfortable and welcome, and want to join them. Therefore, activities and programming need to cater to a diverse range of people, young and old, white and Latino and African American, and so on, in order to make everyone feel comfortable. When one group dominates a public space, they tend to intimidate, or at least discourage, others, no matter what they are doing.



"What attracts people most it  
would appear, is other people."

-- William H. Whyte





# OVERALL RECOMMENDATIONS

## A THREE-PRONGED APPROACH TO REVITALIZING THE PUBLIC SPACES

In order to make Eugene's downtown a destination once again, and its public spaces comfortable and welcoming to all residents, we recommend that the city and its partners engage in a three-pronged approach:

1. *Make safety and social services a priority in the downtown.*
2. *Activate the public spaces to attract a critical mass of residents, and especially families and children.*
3. *Make physical improvements that will reduce crime, support positive activation, improve visibility and access, and enhance comfort.*

### 1. MAKE SAFETY AND SOCIAL SERVICES A PRIORITY

The city and its partners, Lane County and nonprofit social service providers, must make safety for all in the downtown a priority before any other interventions will be effective. While much is being done by the Eugene Police Department and a variety of social service agencies, a unified, place-based approach is necessary to assist the vulnerable segment of the population occupying the parks and sidewalks, reduce criminal and negative behaviors, and improve the perceptions of the residents of Eugene. Please note that PPS is not an expert in social services for the homeless, but we have worked with cities around the country struggling with similar issues and we talked to many social service providers and law enforcement officials in Eugene.

*Law enforcement is only part of the answer.* Conversations with Eugene police, the courts, elected officials and social service providers made it clear that arrests and summonses are very important in reducing crime, but they do not change many of the behaviors that the public complained about. The police described a criminal element that preys on the vulnerable, and frequently young, segment of the homeless population, with drug sales, prostitution and theft among the crimes cited. In these cases, enforcing laws to protect the vulnerable is critical, with victims far outnumbering perpetrators. In addition, court sentences and jail time have not been effective in deterring the harassment, drug dealing, and other offenses.

*Social service gaps should be filled.* There are numerous nonprofit organizations, and Lane County and city agencies that provide services, food, shelter and housing, as well as substance abuse and behavioral health programs for the area's vulnerable population: the chronically homeless, troubled youth and the mentally ill. However, it appears that there are needs that are falling through the cracks. As an organization that focuses on "place," we often see that "place-based" solutions can be effective in getting at the heart of issues affecting communities. Addressing the needs of the particular population that occupies the downtown might include (based on our discussions with social services providers): a downtown day access center for transients who need services, bathrooms, lockers and showers; supportive housing that will assist substance

abusers; and, peer-delivered services and supportive employment that particularly focus on the downtown.

*Unify the effort.* For its population size, the Eugene area appears to have an unusual number of nonprofits, church-based organizations, and government agencies, both city and county, that are working to address the needs of the homeless. However, there seems to be little in the way of a unified effort to address the needs in a holistic way. Perhaps experimenting with a downtown-focused effort that brings many entities together could be the beginning of a coalescing of forces that looks at the problem in a new, integrated way. The Community Court effort that began during the summer of 2016 is an excellent example of an integrated, individually-tailored program in which a number of organizations join forces to keep people out of jail, by finding the housing, jobs and other services that they need.

*Raise expectations regarding behavior in the public spaces.* Rather than just ensuring that park rules are enforced, while important, a placemaking campaign can include a PR effort that speaks to higher standards of behavior. Everyone is welcome if they comply with these basic standards, whether city ordinances (e.g. no drug use, no smoking in parks, or no dogs) or discussions regarding positive behavior (e.g. taking part in events, working with social service providers to help others, or cleaning up litter).

*Engage youth and other public space users in the placemaking.* As the placemaking effort gains momentum, and short-term (Lighter, Quicker, Cheaper) interventions are developed, we advise the city and its partners to engage people who are using the public spaces, whether homeless, travelers, local youth or others, in activities. For example, chess tables and other games could be offered, and busking programs, musical performances, art projects and poetry slams could be produced that involve the people who are there. In Minneapolis, the Hennepin Theater Trust's "5 to 10 on Hennepin" is an example of how youth can be engaged in these types of activities. Furthermore, a more concerted effort could be made to engage this population in discussing their needs and what they would like to see happen in the public spaces.

## 5 TO 10 ON HENNEPIN: ENGAGING LOCAL YOUTH

An example of where empowering the homeless has been successful is along Hennepin Avenue in Minneapolis, MN. The Hennepin Theater Trust, working with PPS and Southwest Airlines, built a mobile stage that was used to activate five blocks of Hennepin Avenue on a rotating basis on Thursdays between August and December 2016, in an initiative called “5 to 10 on Hennepin.” As part of this program, an organization called MAD DADS, which works with troubled youth, produced spoken word performances and poetry slams with many of the youth who hang out on the avenue. This placemaking effort has been successful in reducing crime and tension on the blocks, empowering youth, and changing the public’s perception of the blocks.





## 2. ATTRACT A CRITICAL MASS OF PEOPLE DOWNTOWN WITH PROGRAMMING AND ACTIVATION

PPS has found that programming and activation of public spaces, whether through special events or everyday activities, can go a long way toward attracting a broader population downtown, improving safety, and supporting local business. Whether through simple, short term activation (“Lighter, Quicker, Cheaper” interventions), regular events or special arts programming, the downtown can become a major destination for everyone in Eugene. Such highly programmed spaces require an intensity of management that will go beyond what the City of Eugene will be able to do and may require a new partnership among the existing stakeholders or a new management entity altogether.

*Start with Lighter, Quicker, Cheaper interventions.* Bold action is needed right away to attract more people to use the downtown public spaces, especially those who may feel most threatened, such as families with children and women. Temporary programming, such as the successful Winter Days events, that target a variety of users who may not typically come downtown, as well as everyday activities for those already in the downtown will begin to transform the ambiance right away. These kinds of short-term interventions – we call them “Lighter, Quicker, Cheaper”—can change perceptions, build enthusiasm, and evolve into long-term solutions.

The activation should include both special events and everyday activities that energize the spaces from morning to evening. The goal is not only to attract a critical mass of people—and a variety of people—but also to diffuse the negative behaviors with positive activity. Programming is not intended to displace people, but to include them, to change threatening behavior into normalized activity. A variety of partners should be tapped to assist with the programming and full-time staff may be required to monitor activity, work with the police and the “Red Hat” downtown guides to ensure that rules are enforced, and help manage food truck pods, games and events.

Seattle, Detroit and San Antonio have all used low-cost interventions to kick-start programming in their downtown public spaces, which have overwhelmed negative behaviors with positive activity without displacing people, and attracted new audiences for their downtown parks.

*Increase events and downtown-wide programming.* Eugene residents long for more opportunities to gather as a community. Everyone loves the Saturday Market and the Farmers Market, and many mentioned how they like the First Friday Artwalk and Sunday Streets, and mourn the loss of the Eugene Celebration. Events that encompass the entire downtown, and involve the local businesses, could increase business exposure and draw more families downtown. Regular programs in each of the public spaces (e.g. Friday night jazz or Sunday afternoon children’s theater) would create regular audiences.

## ACTIVATION IN DOWNTOWN SEATTLE PARKS

The Downtown Seattle Association, a nonprofit organization that works with the downtown MID (Metropolitan Improvement District), signed a one-year agreement with the Seattle Department of Parks and Recreation in 2015 to take over the activation of Occidental Square and Westlake Park, two important downtown parks that had become drug markets and homeless encampments. The DSA/MID provides 24 hour staffing, special events, and daily programming, including live music, kids' activities, dance and workout classes, art installations, food trucks, and games. The one-year pilot was so successful that the agreement was extended to five years in 2016. At a fall 2016 celebration, Mayor Ed Murray stated, "Parks are actually about everybody in this city. Regardless if you're a downtown business person or homeless, everyone should be able to enjoy them and everyone should be able to have a safe experience."





Campus Martius in Detroit introduced regular Saturday afternoon family performances tied to hands-on arts and crafts for kids, and attracted many families downtown who had never before visited the area. This programming supplemented the everyday activity at the Beach at Campus Marcus.

*Partner with local arts organizations to create music and visual arts programming.* Eugene offers a rich variety of local arts institutions, organizations and individual artists who could be showcased in the downtown. The Hult Center for the Performing Arts, the Shedd Institute and local theaters could produce performances in the Park Blocks and other downtown venues on a regular basis, just as New York's Public Theater produces Shakespeare in the Park in Central Park, to cite a noted example. A temporary art exhibit or the work of a single artist could be featured in the parks or on the sidewalks.

*Create an entity or a collaborative partnership that is responsible for programming.* While the city produces a number of downtown events and individual organizations will occasionally get involved, there is no entity that unites all downtown stakeholders in this effort. In many cities, there is a nonprofit downtown association responsible for events and programming, among the other tasks they perform. Such an entity will be discussed in the chapter on management.

### 3. MAKE PHYSICAL IMPROVEMENTS THAT CREATE A SAFER, MORE ACCESSIBLE ENVIRONMENT

While "Lighter, Quicker, Cheaper" interventions will go a long way toward making the public spaces feel safer, physical changes are recommended in order to support a greater level of programming, and make the spaces easier to access and manage.. Some recommendations are based on CPTED (Crime Prevention Through Environmental Design) principles, such as improving visibility and surveillance, limiting places for people to hide, and creating a sense of ownership. Other recommendations will make spaces easier to access, especially for people with disabilities. It is also important to make people feel more comfortable and entice them to linger, while normalizing such behaviors as sitting, eating and socializing, rather than prohibiting them.

Physical changes for each public space will be addressed in the following chapter.





## LQC EVOLUTION IN DOWNTOWN DETROIT

The Beach at Campus Martius (launched in 2013 with the support of a Southwest Airlines Heart of the Community grant) is part of a suite of Placemaking initiatives downtown that were funded and managed by Rock Ventures, the Downtown Detroit Partnership, and the Detroit Economic Growth Corp. Building on other “Lighter, Quicker, Cheaper” Placemaking efforts taking place in the area, an underutilized lawn in the park was transformed into a seasonal beach that included a Beach Bar and Grille, a concession on a curved deck with colorful seating adjacent to a large sand-filled area with lounge chairs, umbrellas, and games. Friday night concerts at the Beach and family-oriented Saturday events helped to ensure that the Beach attracted a diverse audience, including local residents with children who were not frequenting the downtown.

In 2016, the very successful Beach Bar & Grille was replaced by an eatery made from a shipping container dubbed The Fountain Detroit as part of an overall reconception of the flagship restaurant and its ancillary food outlets.

Photo credit: Michelle and Chris Gerard





## ACTIVATION IN DOWNTOWN SAN ANTONIO

In early 2013, Project for Public Spaces (PPS) began collaborating with the City of San Antonio's Center City Development Office (CCDO), downtown San Antonio residents, area stakeholders and the community at large to create a vision, a concept and an action plan for the revitalization of historic Travis Park.

The goal of this Placemaking initiative was to envision and transform this underutilized public space into a multi-functional urban park where people of all ages and cultures can socialize, relax, play, learn, and participate in community activities—in short, the park was to become a significant destination and a vital asset for downtown San Antonio.

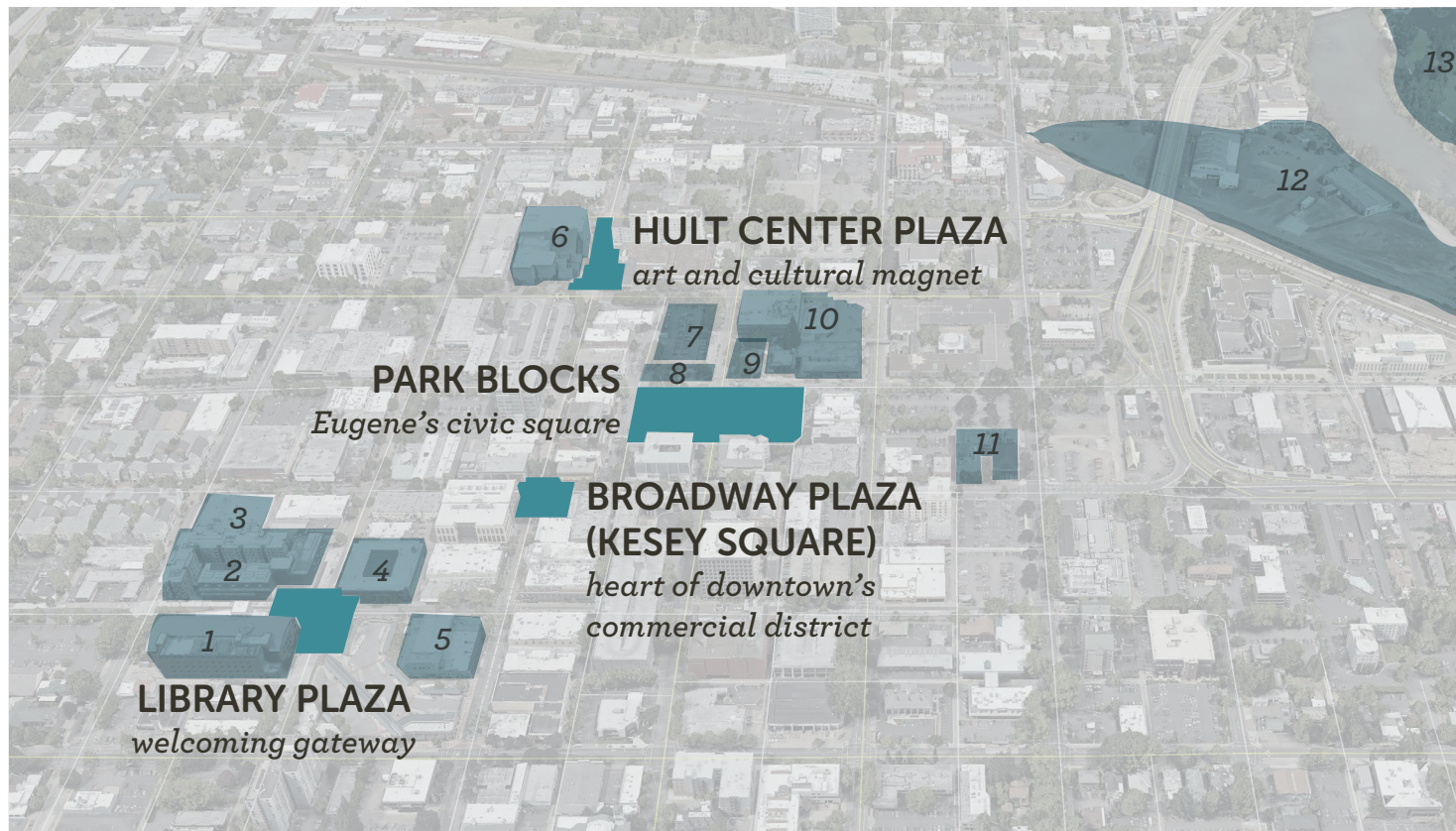
Along with new umbrellas and tables and chairs, a kiosk houses books and games for people to check out, while a giant chess board provides hours of entertainment for park visitors.

In addition to facilitating everyday use, the CCDO plans events and activities throughout the year to establish and sustain Travis Park as the vibrant heart of the community. Food trucks and ongoing programming, such as movies and fitness activities, attract locals and visitors alike. The City of San Antonio sees these efforts in Travis Park as an important step forward in their larger agenda to use Placemaking to bring new life to the downtown, strengthen connections between people, and spark social, economic and environmental benefits.





## A VISION FOR DOWNTOWN DESTINATIONS



### A VISION FOR DOWNTOWN DESTINATIONS

- 1 Eugene Public Library
- 2 Lane Community College
- 3 Oregon Contemporary Theater
- 4 The Atrium: City Services
- 5 McDonald Theater

- 6 Hult Center
- 7 Future City Hall
- 8 City Hall Plaza
- 9 Morse Free Speech Plaza

- 10 Lane County Building
- 11 Shedd Institute
- 12 Riverfront redevelopment site
- 13 Alton Baker Park

## DESTINATIONS

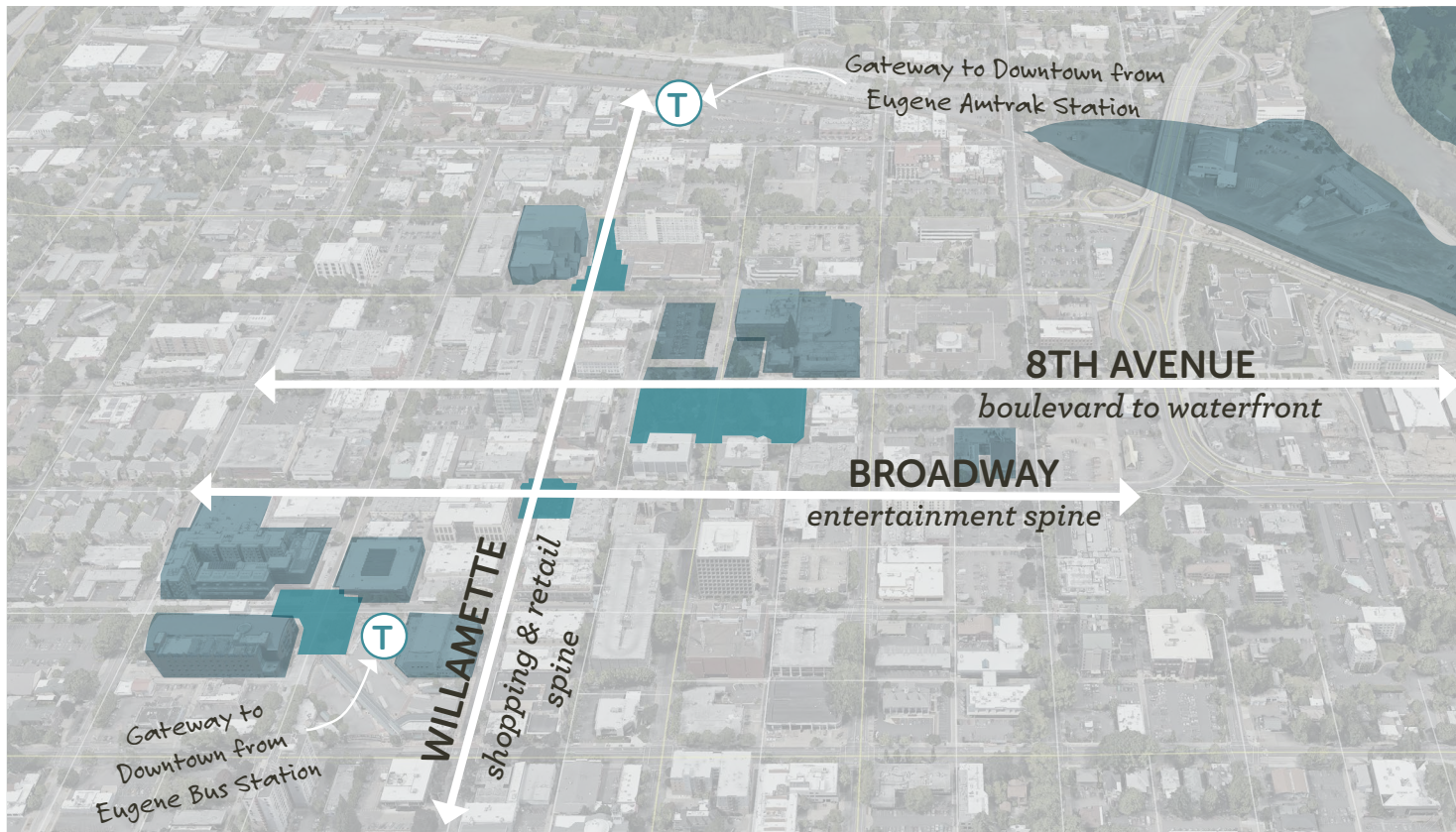
The four key public spaces that were studied in this placemaking effort have the potential to catalyze change in the downtown, especially when looked at as a whole. Each will play an important and unique role in the downtown, while also complementing its adjacent uses. The public was asked to map key destinations in the downtown (“Power of Ten Exercise”), and the places they identified are noted on the map.

The Park Blocks will reemerge as the “Heart of Eugene” -- the city’s civic square. Because of their historic role in the city, and their relationship to important civic destinations—the Lane County Courthouse, the proposed City Hall, and an expanded Farmers Market—the Park Blocks are viewed as the principal community gathering place, what will become the pride of Eugene.

Broadway Plaza (Kesey Square) sits at the downtown’s 100% corner, its most important commercial intersection. It could become the center of the shopping and entertainment district, the focal point or meeting place of the downtown. While officially called Broadway Plaza, it is better known as Kesey Square because of the sculpture of Ken Kesey that is a favorite with Eugenians.

The Library Plaza is the sidewalks of the four corners adjacent to the Eugene Public Library. As many people from all over the region use the library or arrive by bus at the LTD station, visible, positive activity in this area will serve to welcome people to Eugene, creating the sense of a “gateway to the downtown.”

The Plaza at the Hult Center for the Performing Arts will continue its role as the outdoor presence of Eugene’s premier cultural magnet, but can expand to include convention-related activities and serve as a stronger connection to north Willamette Street.



## DOWNTOWN CONNECTIVITY



## CONNECTIVITY

The public spaces will work together better if they are connected with safe, walkable, and bikeable streets that themselves act as “places.”

Willamette Street, Eugene’s traditional main street, is highly walkable in the downtown core and should be considered the principal pedestrian spine. However, as it extends north and south, one-way streets with fast moving traffic, such as 7th and 6th Avenues, become barriers for pedestrians.

Broadway is very pedestrian-friendly, and should be considered an important public space in the downtown, with active edges, comfortable amenities, and more outdoor dining and displays.

8th Avenue will become an important connection from the downtown to future riverfront development, trails, and open space. It should be considered a walkable, inviting boulevard with slower, two-way traffic and wide sidewalks.





# PUBLIC SPACE RECOMMENDATIONS

This section describes proposed activities that are strongly recommended by PPS for each space. Concept plans and renderings illustrate possible designs and layouts of the proposed programs.

# PARK BLOCKS



## GOALS

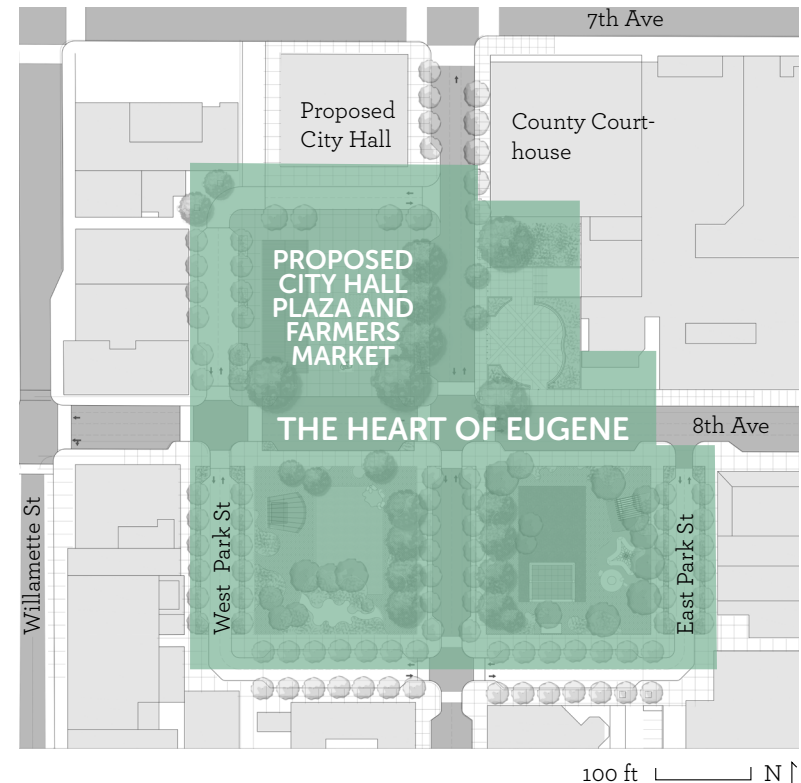
- The Civic Square for all of Eugene: a gathering place for the city
- A destination that accommodates families, and government and downtown employees with passive and active uses, all week long
- A permanent home for both the Farmers and Saturday Markets, and other types of markets
- Make the edge buildings busy with retail, visible activities, and cafés spilling out onto the sidewalks
- Make each Park Block more permeable, connected and ADA accessible, with central areas of each Park Block visible from all of the entry points
- Traffic calming on 8th Avenue and Oak Street to allow for safe crossing and visual connection between the Park Blocks

## THE HEART OF EUGENE

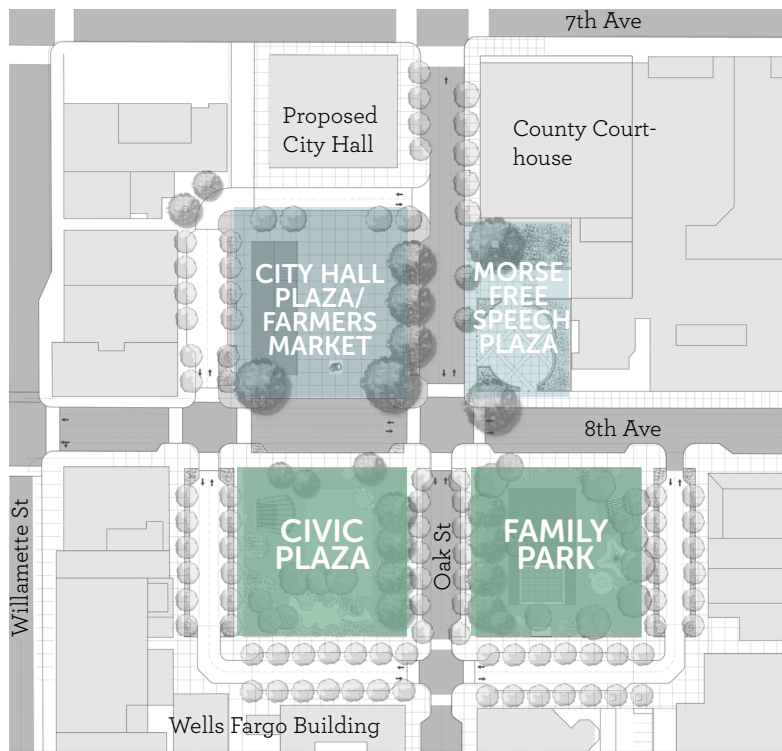
In 1853, two important early settlers, Judge Eugene Skinner and Charnel Mulligan, donated land to create a new civic square for the young city. The Park Blocks began as a single large block set a half block off of the city grid (and just off of Willamette Street). By 1895, the one block had been divided into four quadrants by 8th Avenue and Oak Street, and the northern blocks provided sites for the Lane County Courthouse, the county jail, the City Hall, and the “Produce Market,” the precursor to the Lane County Farmers Market. Early photographs show parks that are heavily landscaped with trees, but porous on all sides and surrounded by retail uses. A restaurant was located in the southwest park block.

The current park design was completed in 1958 by Wilmsen Endicott Architects and Lloyd Bond Landscape Architect, and it was reputed to be loosely based on a modernist painting by Mondrian. It reflects a two-dimensional, mid-century modernist approach to landscape design with elements, such as stone walls and lawn areas, offset from one another to create a sense of movement and rhythm, but not an especially flexible, porous or accessible space that can be used for a variety of uses and activities.

The City of Eugene and Lane County officials have decided to locate Eugene’s new city hall on the “Butterfly Lot,” north of the two Park Blocks, creating a new plaza in front of City Hall that will be home to an expanded Farmers Market. This exciting development creates the opportunity to rethink the Park Blocks, with the city hall plaza, as the civic square for Eugene: a new heart for the city. The area as a whole can be viewed as one space made up of a variety of destinations. 8th Avenue and Oak Street could



be considered “festival” streets that can be closed for large events, thus again creating one large space. The decision to locate the city hall north of the Park Blocks will create a dynamic city center that will attract more people and activity to the parks, where major events, concerts and festivals can be held, thus bringing the story full circle: a place of historic significance to the city, where past and future can be recognized and celebrated.



## A NEW CIVIC SQUARE

The new civic square for Eugene will consist of four separate and unique public spaces. The two Park Blocks will remain the home of the Saturday Market, which will continue to fill and manage them on Saturdays most of the year. The city hall plaza will become the home of an expanded Farmers Market.

### ***West Park Block***

The “living room” for Eugene will be a civic plaza, where downtown and city hall employees will relax after work, shoppers will meet for lunch and theater goers will grab a bite or a glass of wine before a show. It will be active with games, classes, parties and events.

### ***East Park Block***

A “family room,” will attract families with children downtown for kid-focused events and play areas. It will also serve as the major outdoor performance space for the downtown, with a flexible stage and seating area on turf or lawn.

### ***The City Hall Plaza***

The entrance plaza to the city hall will host formal events for the city, in addition to the Farmers Market at least two days a week.

### ***Free Speech Plaza***

The Wayne Morse Free Speech Plaza needs to be more integrated into the entrance to the County Courthouse and more visible from the street. On weekdays, it could be used for outdoor meetings or dining, while on Saturdays it could host nonprofit and community organizations, small concerts, and speaking events.



## EXISTING CONDITIONS

The two Parks Blocks are lightly used on a daily basis, but during the summer months they attract a mix of homeless, transients and youth who gather in large groups, often all day long under the canopies, many of whom frequently engage in negative activities such as drug sales, panhandling, and harassing passersby. The West Park Block draws larger groups, while the East Park Block attracts more individuals and the occasional downtown employee for lunch.

The Park Blocks are home to the renowned Saturday Market, which for one day a week enlivens and occupies the two blocks, bringing positive activities that mitigate the presence of those groups that engage in negative behaviors, although some of this behavior moves just across the street to the Wayne Morse Free Speech Plaza.

Both plazas invite mostly passive activities, and feature lush, well-maintained trees and landscape, green lawns, natural stonewalls, canopies, and fixed benches, surrounded by low, human-scaled buildings along Park Street.

The stone walls—ranging from 3' to 7' in height—and the planting beds act as a barrier between the parks and the surrounding Park Street and provide several hiding spots ideal for sleeping and for unwelcome activities. The lack of commercial and retail ground floors in the surrounding buildings, the overly-wide roadways, the angled parking, the tall stone walls, and the planting beds make the Park Blocks feel insular, isolated and unsafe.

The paving and steps are concrete, and simple wooden benches provide seating looking into the main park areas. These features are in good condition, but need to be “refreshed” and updated. Both Park Blocks need better lighting in the plazas and along the buildings.

8th Avenue and Oak Street are barriers on market days when there is a significant amount of pedestrian crossing. Two-way traffic, instead of one-way, extended sidewalks at the corners, and better crosswalks will make them safer to cross.



1



2

1  
The circular fountain with a Tom Hardy sculpture is an attractive asset but occupies a large area of the central plaza in the West Park Block.

2  
A fixed canopy is located on an elevated platform in the West Park Block, yet it is not immediately visible because of the many low-branching trees.



3



4

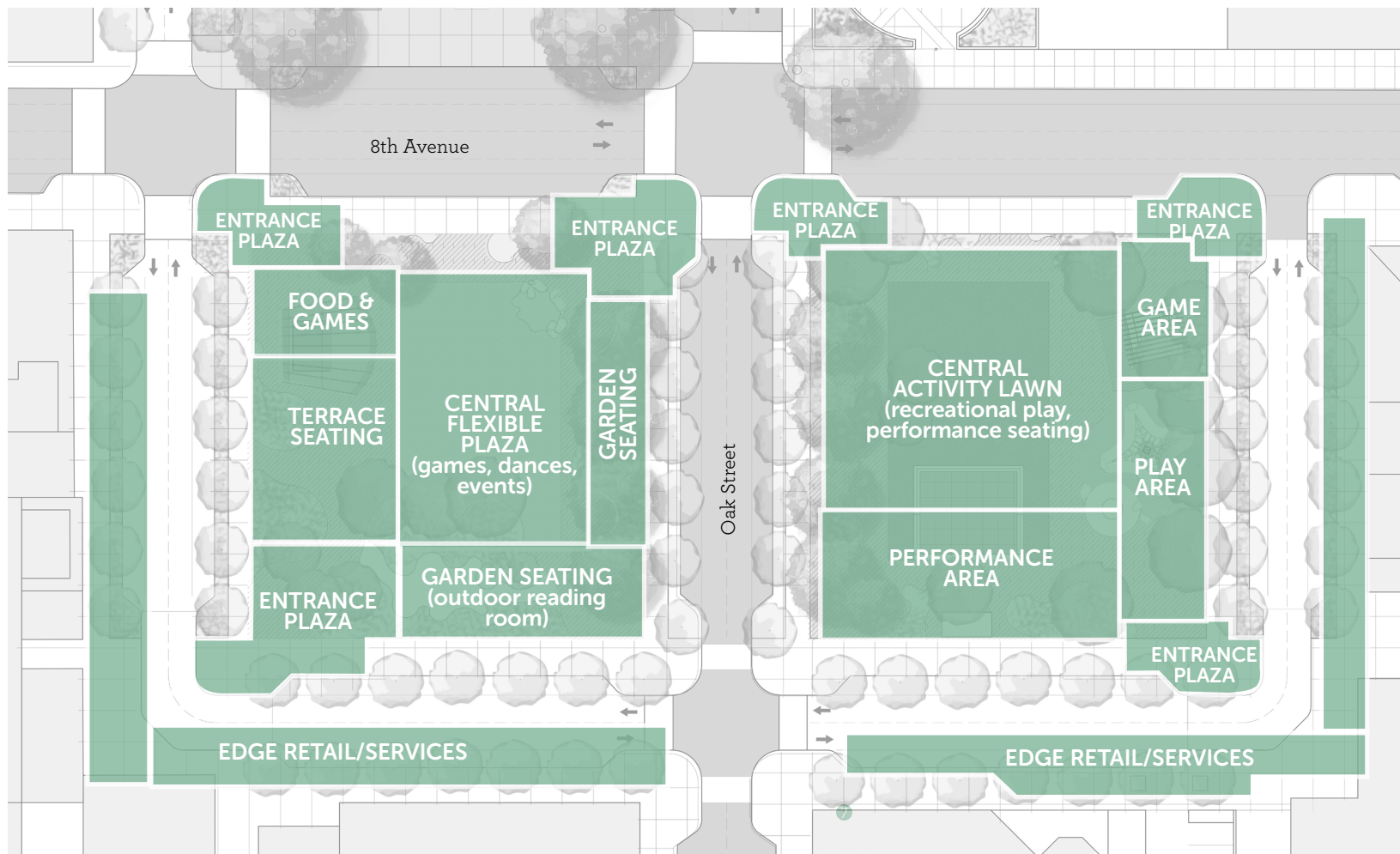
3  
The East Park Block features an attractive gathering area with benches lining its edges. This area feels safer because of its visibility from the street. A platform used as a stage is centered on this space.

4  
Natural stone walls-- ranging from 3' to 7' in height -- act as a barrier between the parks and the surrounding Park Streets

## PARK BLOCKS PROGRAM & ACTIVATION

As the new civic square for Eugene, the Park Blocks should be flexibly designed to accommodate a wide variety of programs and activities. This diagram describes the types of activation that could take place in different sectors of the parks. Triangulation--that is, several activities or uses that complement and synergize each other--is important to attract a diverse audience. Thus, activities should always be clustered. The concept plan on the following page shows the improvements needed to support these activities.





# ACTIVITY MATRIX

## WEST PARK BLOCK

USERS	All -day	Morning	Lunch	Evening	Weekday	Weekend	
Downtown Residents	●				●	●	
Seniors	●				●	●	
Downtown employees	●				●		
Families	●				●	●	
Tech groups	●				●		
Neighborhood youth				●	●	●	
College students	●				●	●	
Artists and performers			●	●	●	●	
ACTIVITIES	LONG TERM						LQC
LEISURE							
Sitting	●				●	●	●
Table games/lawn games			●	●	●	●	●
Outdoor reading room		●	●		●		●
Fitness classes, Yoga, Tai chi		●			●		●
Dance classes						●	●
FOOD & BEVERAGE							
Outdoor café		●	●	●	●	●	
Coffee cart		●	●		●		●
Wine tasting/happy hours						●	
Food trucks					●		●
EVENTS							
Saturday Market	●					●	●
Holiday Market	●				●	●	●
Art Market	●					●	●
Night Market				●	●	●	●
Parties (fundraisers, etc.)					●	●	●
Art installations	●				●	●	●
Oktoberfest					●	●	●
ENTERTAINMENT							
Music			●	●		●	●
Movies				●	●	●	●
Performance art			●	●	●	●	●
Buskers			●	●	●	●	●

PARK BLOCKS



## EAST PARK BLOCK

USERS	All -day	Morning	Lunch	Evening	Weekday	Weekend	
Downtown Residents	●				●	●	
Seniors	●				●	●	
Downtown employees	●				●		
Families	●					●	
Tech groups	●				●		
Neighborhood youth				●	●	●	
College students	●				●	●	
Artists and performers			●	●	●	●	
ACTIVITIES	LONG TERM						LQC
LEISURE/PLAY							
Sitting	●				●	●	●
Lawn games-kids	●				●	●	●
Table games-kids	●				●		●
Outdoor reading room-kids	●				●		●
Fitness classes, Tai chi		●			●	●	●
Dance classes				●	●		●
Play/climb		●		●	●	●	
Play in spray fountain		●		●	●	●	
Play on lawn		●		●	●	●	
EVENTS							
Saturday Market	●					●	●
Farmers Market			●		●		●
Holiday market	●				●	●	●
Night Market				●	●	●	●
Maker Fair	●				●	●	●
Art installations	●				●	●	●
ENTERTAINMENT							
Music			●	●	●	●	●
Movies				●	●	●	●
Kids Theater		●	●	●	●	●	●
Buskers			●	●	●	●	●

## CONCEPT PLAN

The Park Blocks concept plan proposes a design that supports the programming and events that will help to activate the spaces all week long and all year long. See the Activity Matrix on the previous page for a list of possible activities, many of which emerged from discussions with the public.

The long-term changes described here should be preceded by short-term improvements and experiments—or ‘Lighter, Quicker, Cheaper’ (LQC) interventions—that will serve to jump-start the transformation, build enthusiasm and positive activity, and test out programming and event ideas.

### *Both Park Blocks: Long-term action steps*

- Remove stone walls and platforms.
- Narrow the roadways around the park and create a curbless, shared, two-way street; remove angled parking.
- Widen sidewalks, and provide distinctive paving at corner extensions and crosswalks.
- Provide bike racks in several locations.
- Enhance lighting to improve safety without making it overly bright.
- Maintain and care for the existing cedar trees.
- Enhance connections and create gateways providing seating, information, art, and visibility into the parks at the principal corner entrances

- Provide permanent toilets for weekday use and additional temporary toilets for market day/event use.
- Increase seating opportunities using moveable benches and chairs.

### *West Park Block: Long-term physical improvements*

1. Staffed **kiosk** or small structure for food, information and game storage.
2. An area that can be covered with a **retractable awning** for weather protection.
3. **Interactive, natural fountain** that occupies less space, and creates a focal point at the entrance
4. **Flexible plaza** with surfaces for activities such as dance and exercise classes, games and small performances.
5. **Garden area** for seating and outdoor reading room.

### *East Park Block: Long-term physical improvements*

6. Staffed **kiosk** or structure for games and kids activities.
7. Small **play area** with a climbing structure made of natural materials.
8. **Spray pad**.
9. **Flexible central area** (turf or lawn) for play and performances.
10. Flexible **stage** with a roof and structure that is adaptable for large and small performances



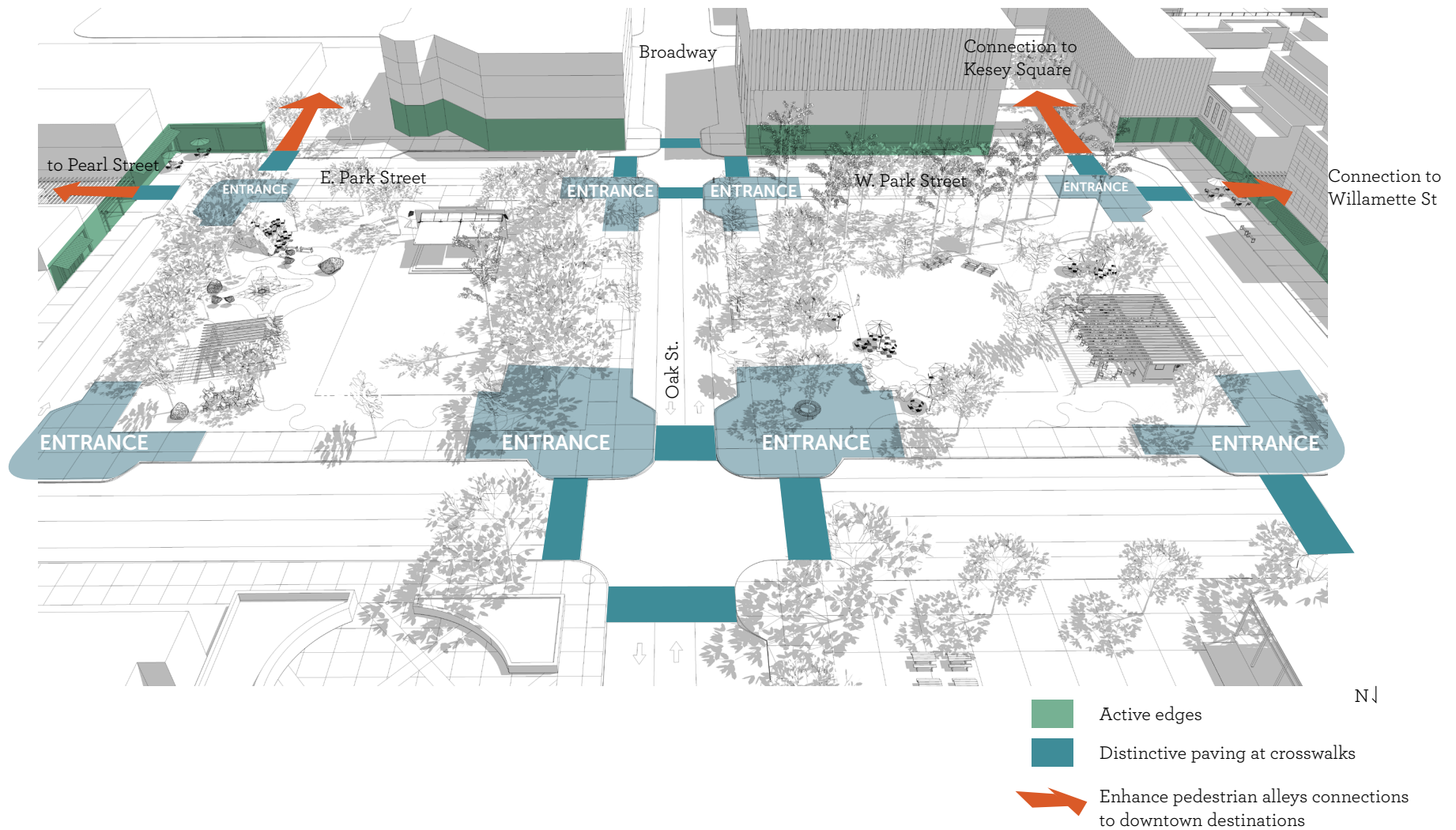
- 1 Food/Game Kiosk
- 2 Retractable awning
- 3 Interactive fountain
- 4 A flexible plaza

- 5 Garden area
- 6 Kiosk for games
- 7 Play area
- 8 Spray pad

- 9 Flexible central area
- 10 Stage

100 ft  N ↑

## ACTIVE EDGES & CONNECTIVITY



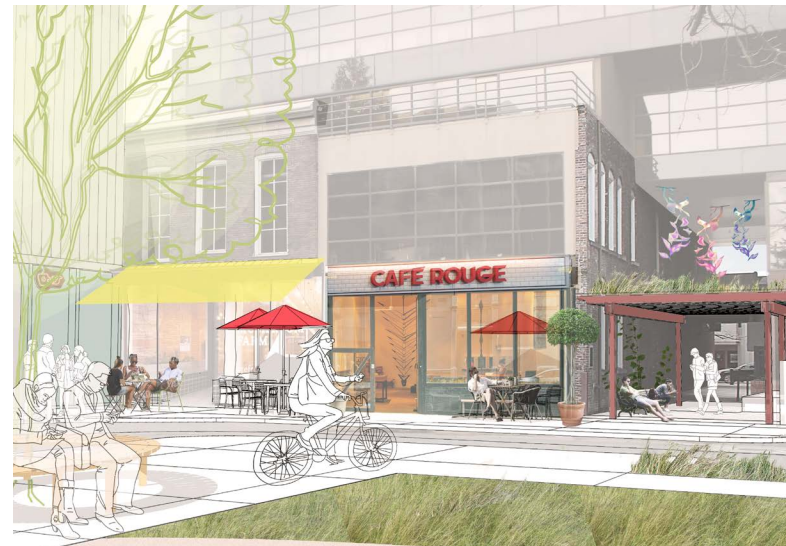


The East and West Park Blocks should interact seamlessly with their surrounding streets and buildings. East and West Park Streets, which encircle the space, could be narrowed; their sidewalks widened and angled parking removed, to make it into a shared space, where cars and pedestrians can safely mix. The streets could be curbless to act as an extension of the park.

Many of the surrounding buildings now turn their backs on the park, with blank windows and walls facing Park Street. Property owners and businesses should be encouraged to open their facades to the street, with active ground floor uses such as cafés or retail uses that will create a dynamic edge to the park.

The northwest and northeast entrances on 8th Avenue could become the primary entrances, connecting to pathways, crosswalks and extended sidewalks at corners, and offering information, wayfinding, bike racks, and staffed kiosks.

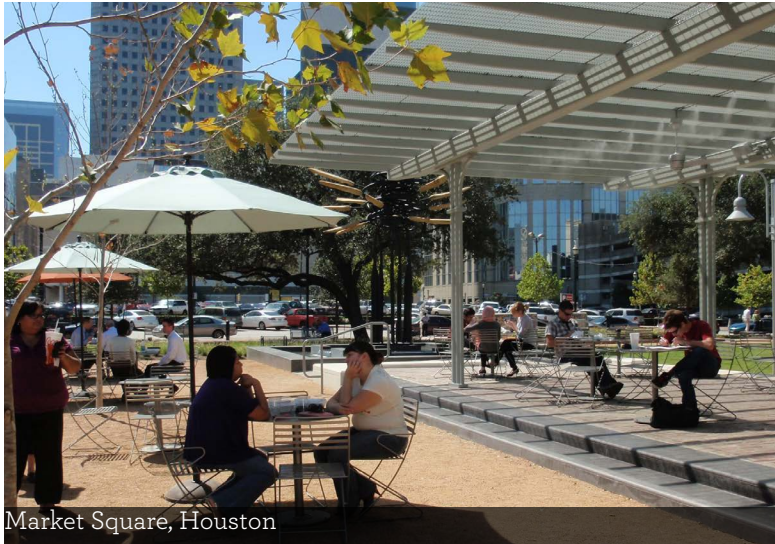
Distinctive crosswalks along 8th Avenue and Oak Street will calm traffic and announce the Park Blocks. Along the southern edge of the park, alleys could be enhanced with art, bright colors, and planting to provide a fast connection to the major downtown shopping and retail destinations on Broadway, Pearl and Willamette Streets.





## PRECEDENTS

### WEST PARK BLOCK





## EAST PARK BLOCK



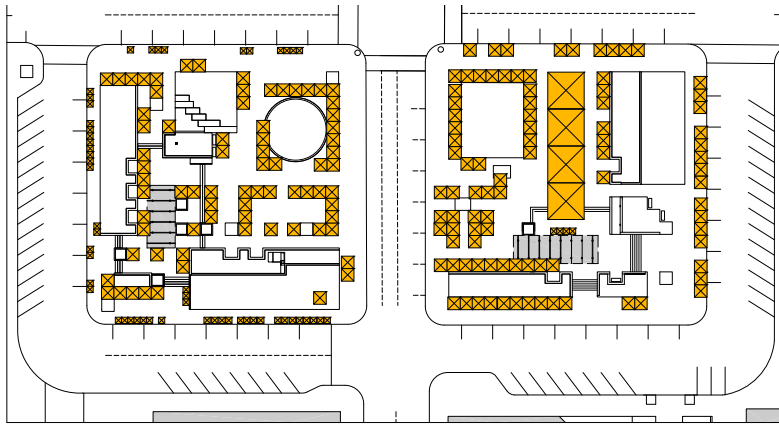




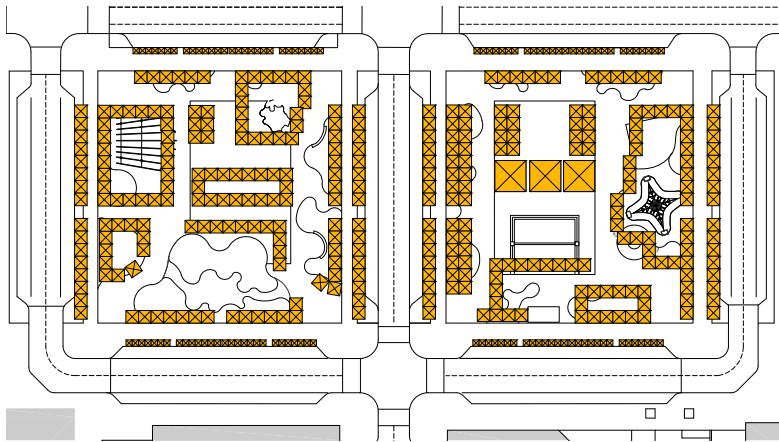




## MARKET LAYOUT



Existing layout



Proposed layout

100 ft N ↑

The Saturday Market is one of the most beloved destinations in the downtown and attracts thousands of people on a single day and on a regular basis. There are currently 230 vendors and, over its 35 years, the market set-up and break-down operations have become very organized and detailed. The tent layout is purposely not rectilinear, making wandering through the market a positive and fun experience. The market features a full day of food, music, and entertainment each Saturday.

Even though the Saturday Market is not planning to increase the number of vendors, removing some of the stone walls and the platforms, and improving the overall design will allow more space for the tents, and still offer an organic, informal layout.



## AMENITIES

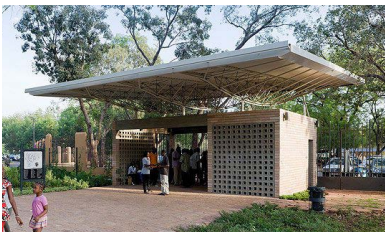
### PUBLIC RESTROOMS



1. “designer” Port-a-potty (pinterest)



2. Portland Loo, a unique, patented outdoor bathroom (pinterest)



3. Free standing restroom (pinterest, Photo credit: Iwan Baan)



4. Freestanding restroom building (stuff.co.nz)



5. Market Square in Knoxville TN. The Market Square Garage manages the restrooms, providing custodians to clean them and officers to monitor them. (Photo credit: City of Knoxville)



6. Saratoga Springs, NY Toilets in a building in Congress Park. (pinterest)

There are presently no permanent public restrooms in the Park Blocks area. Two port-a-potties are located in each block on weekdays, along the south-west and south-east corners. Many portable restrooms are set up for large events and for the Saturday and Farmers Markets.

Listed below are several possible approaches\* that could be combined to accommodate restroom uses in the Park Blocks. They could range from a more attractive port-a-potty to a building. None will be sustainable without a maintenance program or full-time staff that monitors restroom uses on a regular basis and provides actual care, not just a sense of care.

- Improved port-a-potty
- Freestanding restrooms such as the Portland Loo
- A restroom attached to the park kiosks/cafe with the kiosk attendants managing the restroom uses
- Freestanding restroom building
- Create an agreement with retail or garages along the Park Streets to provide access to restrooms
- Build or lease restrooms in surrounding private buildings
- New restrooms in Farmers Market and the proposed City Hall

\*Any of the approaches could be supported by a pay-per-use program.

# KESEY SQUARE



## GOALS

- To become the heart of the downtown commercial and entertainment district and the center of the innovation community
- The key downtown intersection
- A destination that attracts people everyday, throughout the day and night, and on weekends
- Focus on food and beverage + entertainment
- Night uses
- Partner with a well-known vendor

## THE HEART OF DOWNTOWN COMMERCIAL DISTRICT

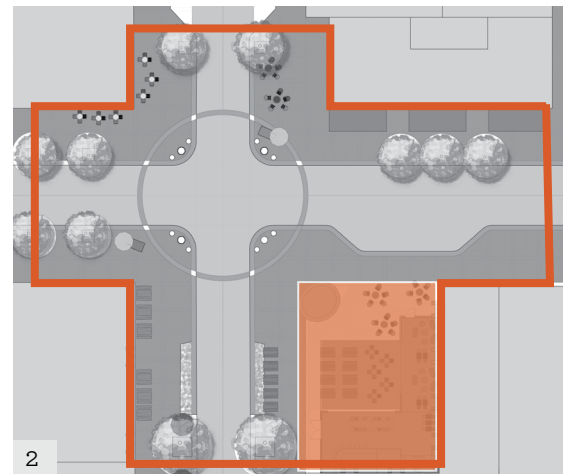
Kesey Square is a public space owned by the City of Eugene and is located at the intersection of the two busiest commercial streets in downtown: Willamette Street and Broadway.

The square is officially known as Broadway Plaza; it is commonly referred to as Kesey Square in honor of the writer Ken Kesey. Recently, an interactive sculpture of the author reading to his grandchildren was placed at the corner of the intersection. It serves as a meeting point, picture opportunity, and gathering place.

In 1970, as part of the pedestrian mall construction, the city demolished a building at that intersection, and its footprint became Broadway Plaza. The Willamette Street and Broadway intersection became the pedestrian mall spine. Since the dismantling of the pedestrian mall and the reinstatement of vehicular traffic in the area—a process that started in 1984 and lasted almost 20 years—there have been few proposals on how to activate and improve the square. The most recent proposal included replacing it with a new mixed-use building, featuring ground floor retail space and residential above; this idea has been rejected by the community because it will take away a space that has belonged to the citizens for the past 40 years. Another recent proposal suggested opening the perimeter brick walls, placing food retail and a live entertainment venue in the ground level spaces of the south and east buildings. Although PPS thinks this is a great solution, its viability depends on the owner of the adjacent property.



1  
In the 70s, the Willamette and Broadway intersection featured an elaborate concrete water feature. (pinterest)



2  
Kesey Square is more than just the building footprint. The entire intersection will contribute to making this Square the core space of the commercial downtown Eugene.



## EXISTING CONDITIONS

The Kesey Square area is very busy during the day. Downtown workers and shoppers spend their lunchtime sitting in movable chairs and tables or basking in the sun. Even though there are four food trucks located permanently in the square, they only activate the space for a few hours a day.

The 80'x 40' square is a great location for gatherings and entertainment. The city has organized movie nights, drawing lots of people downtown. It is also a location for protests and rallies.

Up until last August, people camping in the square and around the statue were an issue. The situation improved, though, during the summer of 2016, with the beginning of a police campaign. Most of the groups in the square were composed of travelers occupying the sidewalks: sitting, loitering, panhandling, and playing music.

This beloved downtown gathering space features: a curved bench with the statue of Ken Kesey, Betsey Wolfston's "Four Seasons" (four vertical art pieces marking the intersection corners), curbless streets with brick pavers, beautiful hanging baskets with cascading flowers, and lush flower arrangements in planters. The square is very well maintained and has beautiful buildings framing the north and west sides, and two-story brick walls without openings along the south and west sides.

Although these features add to the beauty of the space, they also make the square feel isolated from the retail and businesses across the street. Vertical art, street lights with hanging baskets, and the many planters and planting beds have created spatial barriers from businesses such as Starbucks, Sizzle Pie and The Barn Light. These businesses activate the sidewalks with tables and benches, allowing people to sit during the day, all the way up until closing time.



3  
Kesey Square:  
main seating area  
with food trucks

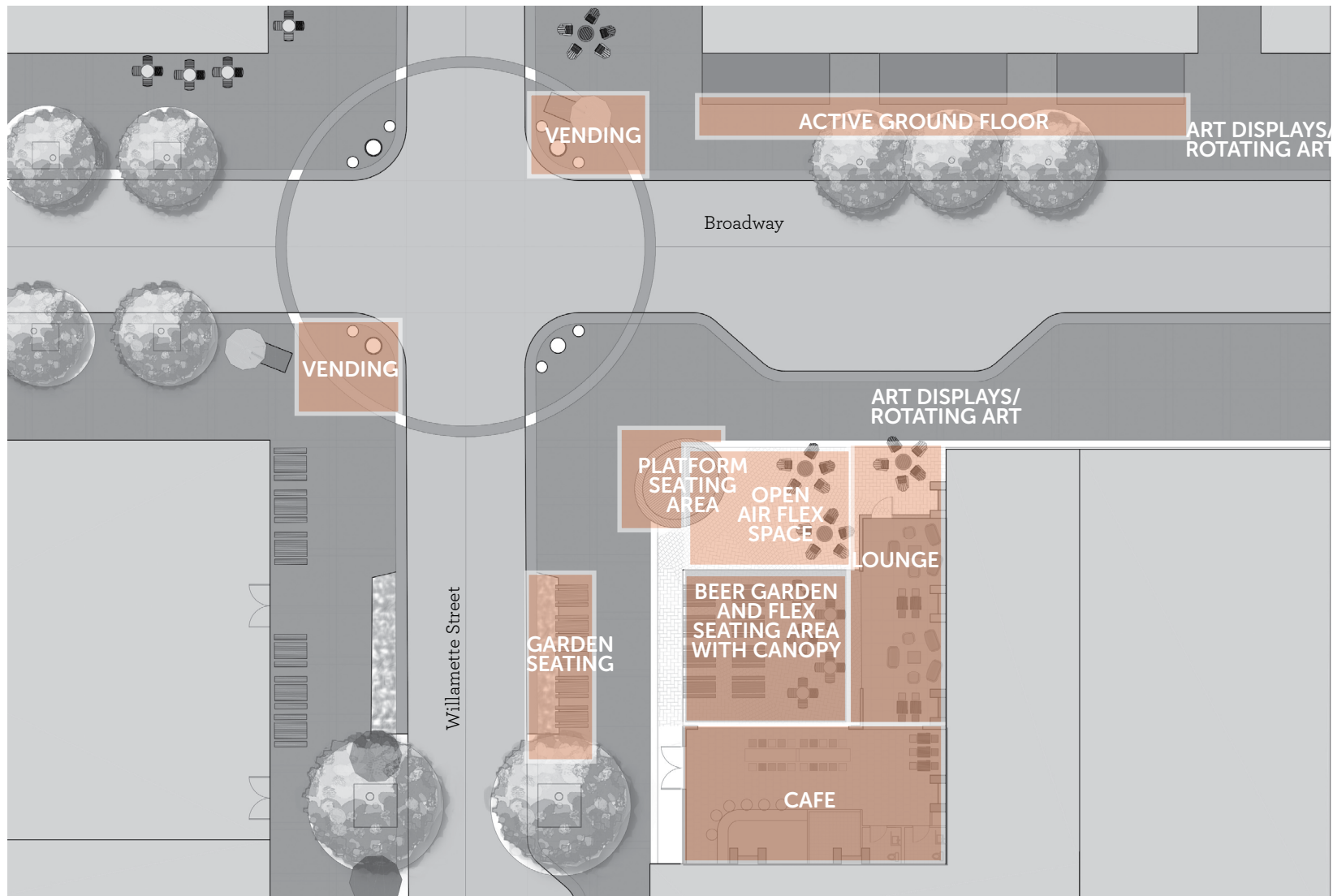
## KESEY SQUARE PROGRAM & ACTIVATION

As the heart of the downtown commercial district in Eugene, Kesey Square's design should accommodate food and entertainment-related retail along the edges, and should offer a wide variety of programs and activities throughout the day. At the same time, there should be areas for people to meet, sit, and work together without needing to be in a restaurant or café setting. PPS envisions Kesey Square as a true, well managed 'Third Place,' an environment that fosters an innovation district in Eugene, where startups and young entrepreneurs can socialize and grow.

This diagram describes the types of activation that could take place in the square proper and along the west and north sidewalks. Creating active edges along the four sides of the square and reducing obstacles, such as planters and sculptures, will provide more visibility into the space. The Broadway and Willamette Street intersection is curbsless, featuring attractive unit pavers that tie the roadway to the sidewalks and the square. The setting is right to have a true shared street where pedestrians will feel comfortable crossing at any point.

### ACTIVITY MATRIX

USERS	All day	Morning	Lunch	Evening	Weekday	Weekend	
Downtown Residents	●				●	●	
Seniors	●					●	
Downtown employees	●				●	●	
Families			●	●			
Tech groups						●	
Neighborhood youth			●	●	●		
College students				●			
Artists and performers	●				●	●	
ACTIVITIES	LONG TERM						LQC
LEISURE							
Sitting	●				●	●	●
Games	●				●	●	●
Outdoor reading room	●				●	●	●
Play		●	●			●	●
Interactive art	●				●	●	
FOOD & BEVERAGE							
Outdoor café	●				●	●	
Beer garden				●	●	●	
Wine tasting/happy hours				●	●	●	●
Food trucks			●	●	●		●
EVENTS							
Flea Market						●	●
Arts & Crafts Market			●	●	●		●
Oktoberfest						●	●
ENTERTAINMENT							
Music		●			●	●	●
Screenings			●	●	●		
Open mic					●	●	●
Street Theater			●			●	
Performances			●	●	●	●	



50 ft \_\_\_\_\_ N ↑

## CONCEPT PLAN

The Kesey Square concept plan proposes a design that supports the programming and events that will help to activate the spaces all week long and all year long. See the Activity Matrix on the previous page for a list of possible activities, many of which emerged from discussions with the public.

The long-term changes described here should be implemented immediately, and will serve to jump-start the transformation, build enthusiasm and positive activity, and test out programming and event ideas.

### Kesey Square: Long-term physical improvements

1. Visible **seating area** at the corner with movable chairs and tables. A platform that could double as stage for small concerts or lectures located at the “key” south east corner of the intersection. Re-arranging Kesey’s sculpture composition in a larger setting giving more space for sitting and picture taking.
2. Prefabricated **cafe’** or restaurant building (Size 40x25’) located along the south wall to be run by a committed entrepreneur. This person could also manage the public space, keeping it open both during the day and evening hours.
3. **Covered/indoor lounge area** for people to meet/work/eat should be part of the cafe’ building.
4. **Outdoor lounge seating** with comfortable chairs such as Adirondack chairs.

5. **Retractable awning** to protect from sun and rain.
6. **Beer garden** seating under shade.
7. **Retail carts** at the intersection
8. **Garden seating** and additional seating along the outer square to look toward Kesey Square. Orient the perimeter restaurant seating and other lounge garden seating looking into the square.





- 1 Seating area
- 2 Cafe'
- 3 Covered/indoor lounge

- 4 Lounge seating
- 5 Retractable awning
- 6 Beer Garden

- 7 Retail carts
- 8 Garden seating

50 ft \_\_\_\_\_ N ↑

# PRECEDENTS

## KESEY SQUARE



1. Seating area (Photo credit: gardona.si)



3. Covered/indoor lounge



5. Retractable awning



6. Beer garden (Photo credit: Frankford Hall)



## PRECEDENTS

### PREFABRICATED CAFE' BUILDING











# LIBRARY PLAZA



## GOALS

- Welcoming gateway into Eugene: make the indoor activities visible
- Engage the four corners
- Provide safe and active sidewalks in conjunction with existing traffic needs
- Formal and informal outdoor reading areas and book carts
- Areas for families, teens and college students
- Convert the ground floor of the Atrium to retail

## WELCOMING GATEWAY: LIBRARY PLAZA

The Eugene Public Library is the most popular destination in downtown. Although survey respondents cited concerns about homelessness, vagrancy and smoking, the Library remains beloved.

The Public Library in Eugene started as a Carnegie Library in 1893 and relocated to the corner of 10th Avenue and Olive Street in 2002. It is a modern and well-designed building, with a welcoming entrance and Entry Garden atrium, with doors that open onto the sidewalk. The atrium, with a well managed café, seating, and a used bookstore run by the Friends of the Library, creates an active presence at the intersection.

The Library sponsors over 1,800 free yearly programs and events for all ages, not only in the building and the other library branches, but also outdoors events in parks and public spaces. The programs are for all ages, from infants to seniors: concerts at the rotunda, story times, book groups, author talks, workshops, classes, performances, cultural entertainment in conjunction with the First Friday Art Walk, and informational sessions. Because of the Library's popularity, PPS recommends moving some of their activities to the outdoor spaces around the building. A positive street presence will make the area busier and enhance this important gateway to downtown.

### EXISTING CONDITION

There are several outdoor public spaces around the 10th and Olive intersection. PPS suggests activating the sidewalk between the main entrance and the corner of Olive Street, just outside of the café atrium. The sidewalk is very busy with people constantly accessing the building and, it is important to leave a

clear access path to the 10th Avenue and Olive Street entrance doors. Currently the sidewalk on 10th Avenue is very well maintained, with only two metal fixed benches that are seldom utilized, and the statue of Eugene Skinner sitting on a boulder.

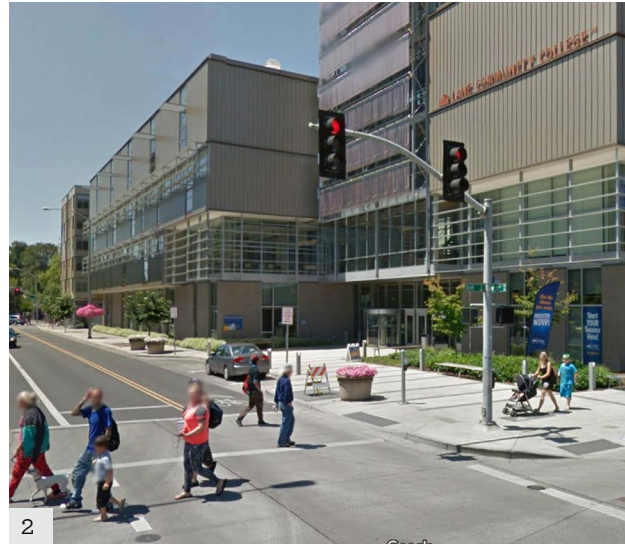
The Library's outdoor space activation needs to include the whole corner intersection to have a strong impact in downtown. Several important local institutions face this intersection: the LTD bus station, the Lane Community College, the city offices at the Atrium, and Regional Accelerator & Innovation Network (RAIN) just around the corner.

Lane Transit District's Eugene Bus Station is the entry point to downtown for most commuters and visitors arriving by bus. The facility is modern and in good condition. The buses are stationed in the central part of the block, leaving the west corner open for waiting and public use. Rosa Parks Plaza is a large sidewalk area at the intersection, almost 100' x 60' with the statue of Rosa Parks prominent at the corner, a bus shelter on the east side, and a mature shade tree in a large planter that divides the plaza in two areas. The north part of the plaza is a popular teenager meeting area, as is the Atrium building across the street.

Lane Community College's downtown campus is located on the northwest corner of the intersection and has a paved entry plaza, benches, and planted areas underutilized by students and other groups. This is an opportunity for these prominent Eugene institutions to collaborate and make this intersection a key public downtown destination.



## EXISTING CONDITIONS



- 1  
Rosa Parks Plaza at the Eugene  
Bus Station
- 2  
Underutilized LCC Plaza
- 3  
Library Plaza view from Olive  
and 10th Avenue
- 4  
Unwelcoming entrance to the  
Atrium

## LIBRARY PLAZA PROGRAM & ACTIVATION

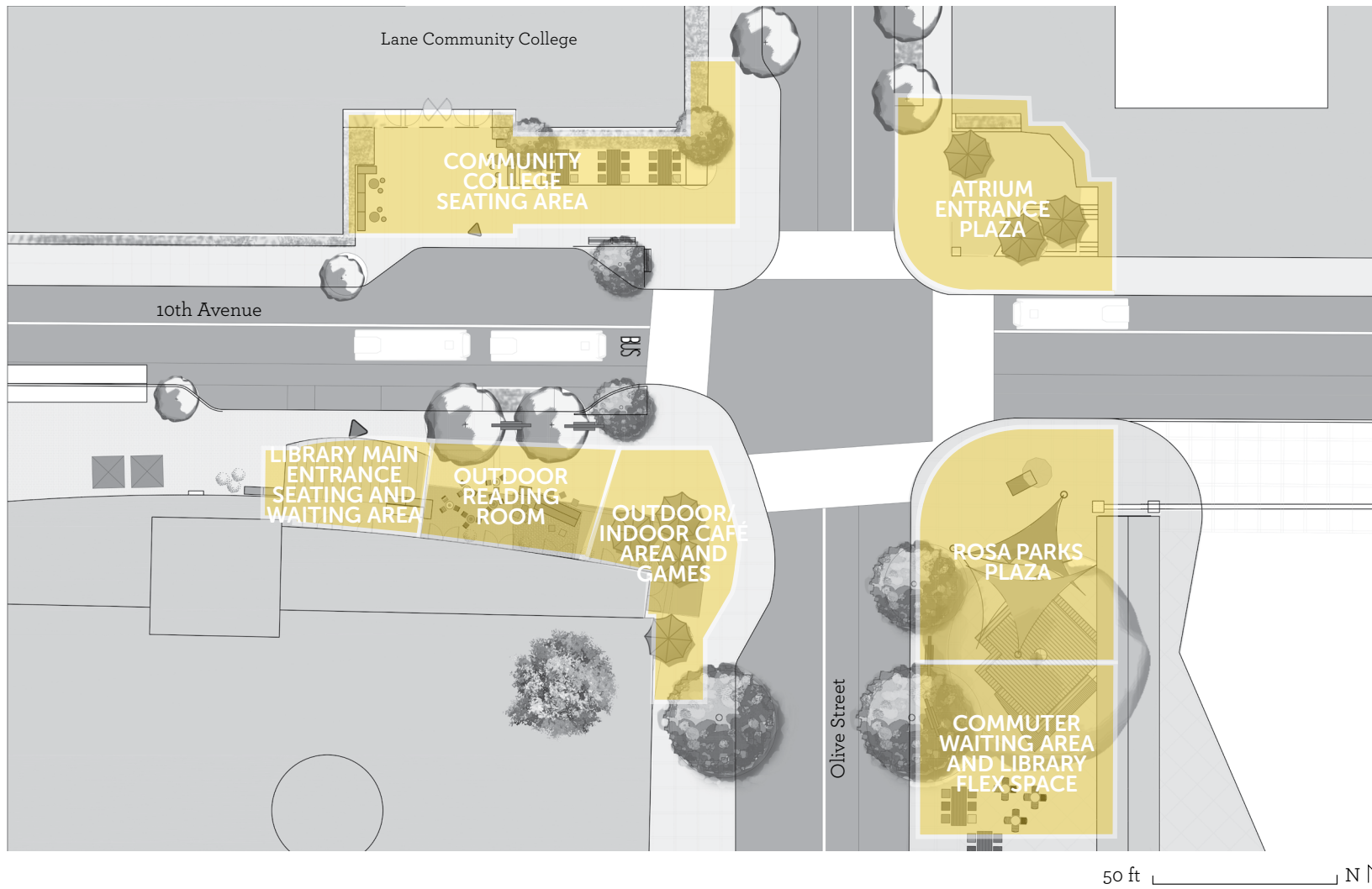
Programs and activities planned for the intersection should be about creating a “front porch” for each of the institutions facing this intersection, creating active edges and an inviting environment for people to enjoy. This intersection is the first space commuters coming into downtown experience.

The Library Plaza should be the welcoming gateway into downtown, and the starting point of one’s visit to the city. Library activities, bus schedules, and general information regarding downtown activities and destinations should be prominently displayed here.

At the same time, the Library is a destination in itself and the outdoor environment should showcase the activities happening inside the library and create a welcoming and warm area for the Library visitors.

### ACTIVITY MATRIX

USERS	All day	Morning	Lunch	Evening	Weekday	Weekend	
Downtown Residents	●					●	
Seniors	●				●	●	
Downtown employees			●	●	●		
Families		●			●	●	
Tech groups			●	●	●		
Neighborhood youth				●	●	●	
College students				●	●	●	
Artists and performers	●				●	●	
ACTIVITIES	LONG TERM						LQC
LEISURE							
Sitting	●				●	●	●
Table games			●		●	●	●
Outdoor reading room			●		●	●	●
Storytime			●		●	●	●
Group meetings	●				●	●	●
Play					●	●	●
FOOD & BEVERAGE							
Coffee cart		●	●		●		●
EVENTS							
Book fair			●			●	●
Children's art fair		●					●
ENTERTAINMENT							
Music			●	●	●	●	●
Movies				●		●	
Poetry slam						●	
Buskers			●		●	●	



## CONCEPT PLAN

The concept plan at the Library and the 10th Avenue-Olive street intersection proposes a design that supports the programming and events that will help to activate the spaces all week long and all year long. See the Activity Matrix on the previous page for a list of possible activities, many of which emerged from discussions with the public.

The long-term changes described here should be preceded by short-term improvements and experiments—or ‘Lighter, Quicker, Cheaper’ (LQC) interventions—that will serve to jump-start the transformation, build enthusiasm and positive activity, and test out programming and event ideas.

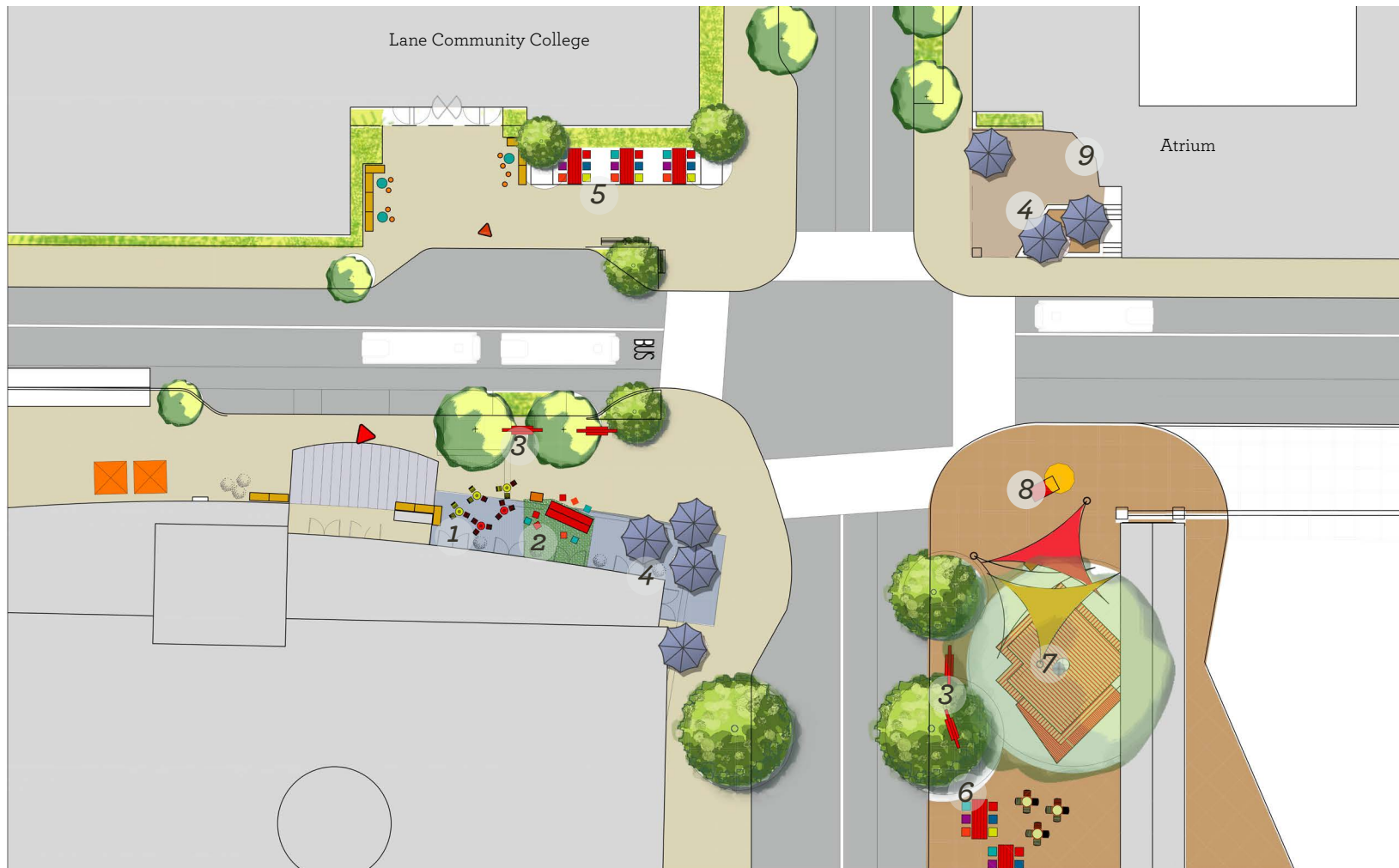
### **Library Plaza: Long-term physical improvements**

1. Entry porch with comfortable movable chairs and benches, a bulletin board announcing special events and other information, serving as an extension of the lobby.
2. Outdoor reading room for small programs, with colorful and comfortable seating and movable shelves.
3. “Porch” swings along the curb and a low planting buffer to screen and protect the seating areas from the traffic and noise on 10th Avenue.
4. Wraparound café seating with colorful umbrellas, tables and chairs will mark the building corner. A small electronic screen here announcing arrival and departure times at the bus station to encourage commuter waiting at the Library café’.

### **Improvements at the Olive Street and 10th Avenue intersection: bring visible activities and art installations to the four corners.**

5. LCC Plaza: wi-fi, movable seating, communal tables to allow for meetings and special Library programming under shade, an event board, and chess tables to make the existing entry benches more interactive.
6. Food truck area with picnic seating, serving commuters and downtown employees.
7. Interactive sitting platform at the commuter waiting area, for Library teen programs and commuters.
8. Rosa Parks Plaza: a café cart at this visible location on the corner, with movable seats. The seating and café cart could be part of the Library outdoor presence and be managed by the Library café at certain hours.
9. Atrium entrance: an existing outdoor covered area with two built-in planters, movable seating, and rotating art. Kinetic or interactive art displays at the high ceiling.





- 1 Porch
- 2 Outdoor Reading Room
- 3 Swings

- 4 Moveable seating
- 5 LCC Plaza
- 6 Food truck and seating

- 7 Seating platform
- 8 Rosa Parks Plaza
- 9 Atrium entrance

50 ft N ↑

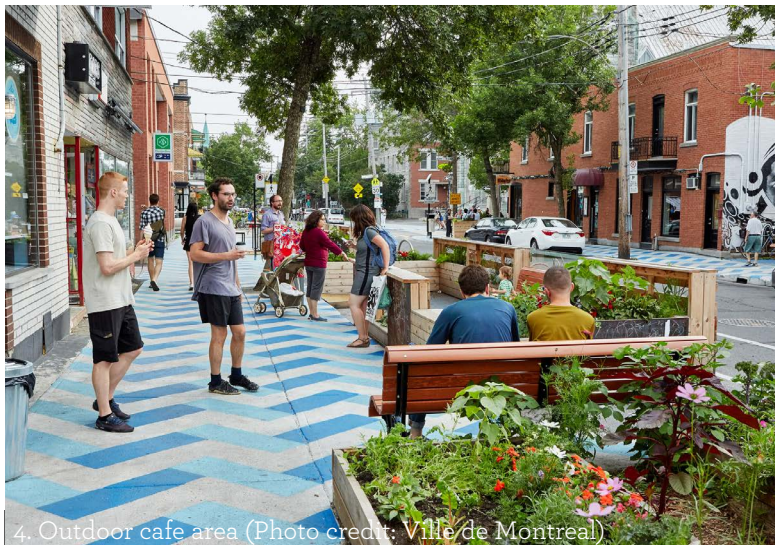
## PRECEDENTS



2. Outdoor Reading room (Photo credit: The Uni Project)



3. Swings (Photo credit: Ben Tran)



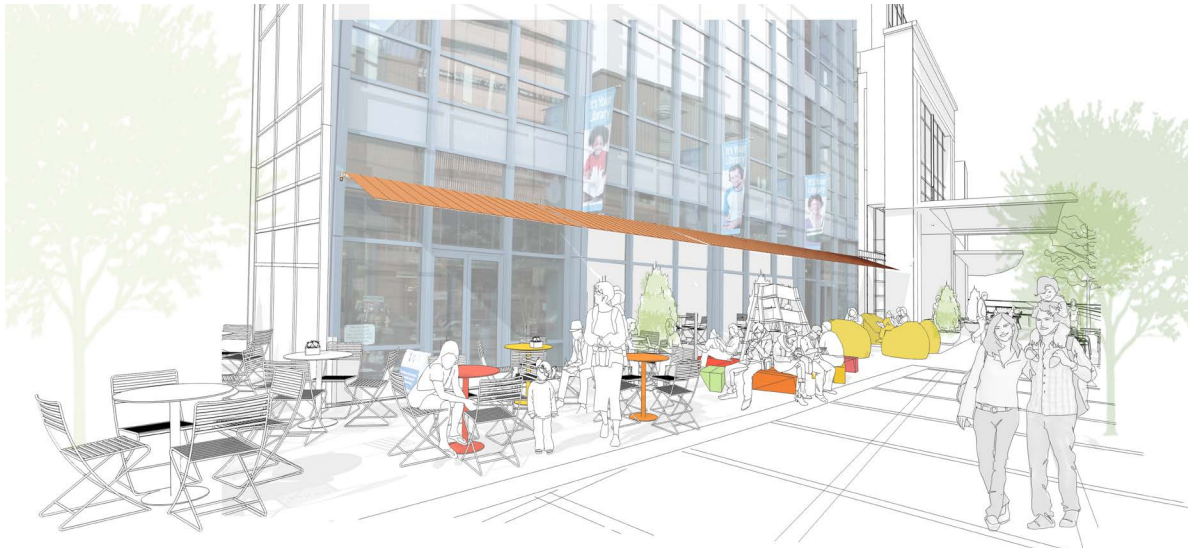
4. Outdoor cafe area (Photo credit: Ville de Montreal)



7. Platform seating (Photo credit: id metalco)



## 2. OUTDOOR READING ROOM



Pop-up bookshop, Moscow, Russia  
(Photo credit: Ruetemple Architectural Studio)



Corona Plaza, Queens, NY (Photo credit: The Uni Project)



## 5. LCC PLAZA



Milan, Italy (Photo credit: flickr, publicdesignfestival)



Parallel Park , Vancouver, Canada (Photo credit: www.contemporist.com)



Villeray, Montreal, Canada (Photo credit: Ville de Montreal)



## 7. SEATING PLATFORM / ROSA PARKS PLAZA



Coffee cart with seating (Photo credit: John Sutton)



Seating on the deck



Swings (Photo credit: an american in montreal blog)









# HULT CENTER PLAZA





## GOALS FOR HULT CENTER PLAZA

- A cultural magnet with vibrant outdoor activities supporting the indoor uses
- A strong and visible connector between north Willamette and downtown
- Make the whole area---Hult and Hilton Plazas-- feel like one clear, visible, permeable space
- Enhance entrances to Hult and Hilton
- Improve crossings on 6th and 7th Avenues



## HISTORY

The Nils and Jewel Hult Center for the Performing Arts, a world class music and theater complex, was completed in 1982 as part of a larger “civic center” project that included the Hilton Hotel and Conference Center and adjacent parking structures. It has become a world-renowned performance venue, hosting over 700 performances and events a year and luring its audience from as far away as Salem.

Designed by Hardy Holtzman Pfeiffer Architects, the Hult Center is not only remarkable because of its brilliant acoustics and breathtaking lobby, but the strong architectural statement extends to the exterior, with six glass gables that face the pedestrian-only Willamette Street, resembling rows of mountains and evoking the natural beauty of the region. The pedestrian street runs

between the Hult Center and the Hilton Hotel, and provides access to the entrance and outdoor terrace of the conference center to the east, and the studio and former art gallery to the west, in the basement of the Hult Center.

The city, working with the Hilton Hotel, now has the opportunity to give the Hult Center a plaza that is equal, in beauty and function, to the interior of the building. Both the Hult Center and the Hilton can also improve their entrances and strengthen their connection to the downtown, better integrating the complex into the walkable city core.



Photo Credit: Site Design

## EXISTING CONDITIONS

The Hult Center and the Hilton Hotel straddle the block between 6th and 7th Avenues, with the Willamette pedestrian street running between, linking the downtown core to north Willamette Street. 7th Avenue, a one-way street with fast-moving traffic, acts as a barrier between the Hult Center and the downtown as it is not comfortable for pedestrians to cross. In addition, our observations revealed that the pedestrian street is underutilized, either because of poor visibility or because of the crossing at 7th Avenue. The entrances to both facilities are car-oriented, with driveways for drop-offs blocking pedestrian access.

Rather than providing a plaza on the Willamette pedestrian street as a space for outdoor performances and events, the architects created a sunken area to provide access to the lower level. The outdoor space along Willamette is cut by retaining walls separating the Hilton terrace, the pedestrian street and the pit, obscuring the spaces from each other. It is difficult to achieve a view of the Hult's glass "mountains" from any angle, and the walls also act as barriers.

The Japanese Memorial Garden, honoring the Japanese-Americans interned during World War II, sits off of 6th Avenue, bordered by the ramp to the lobby level. Here, too, the pedestrian access across 6th Avenue is difficult to navigate, due to fast-moving one-way traffic.



1  
Performance Plaza with seating

2  
Pedestrian Mall/Willamette  
Street

## HULT PLAZA PROGRAM & ACTIVATION

As the cultural magnet of Eugene, the Hult Center for the Performing Arts could bring the inside uses out, making them visible and accessible to a wider audience. From movable seating at the entrance plaza to the Hult Center (already provided), to more visible performing arts programming in a new public space to the east of the building, where the sunken entrance plaza is now, the Hult's public spaces can contribute to the success of the facility and the life of the downtown.

Likewise, the Hilton Hotel and Conference Center can take greater advantage of its outdoor spaces, with outdoor dining, meetings, and receptions on its terrace. If the space is considered to be one large plaza, the two facilities could seamlessly share the spaces, with performance seating on the hotel terrace and receptions on the Hult's flexible lawn space.

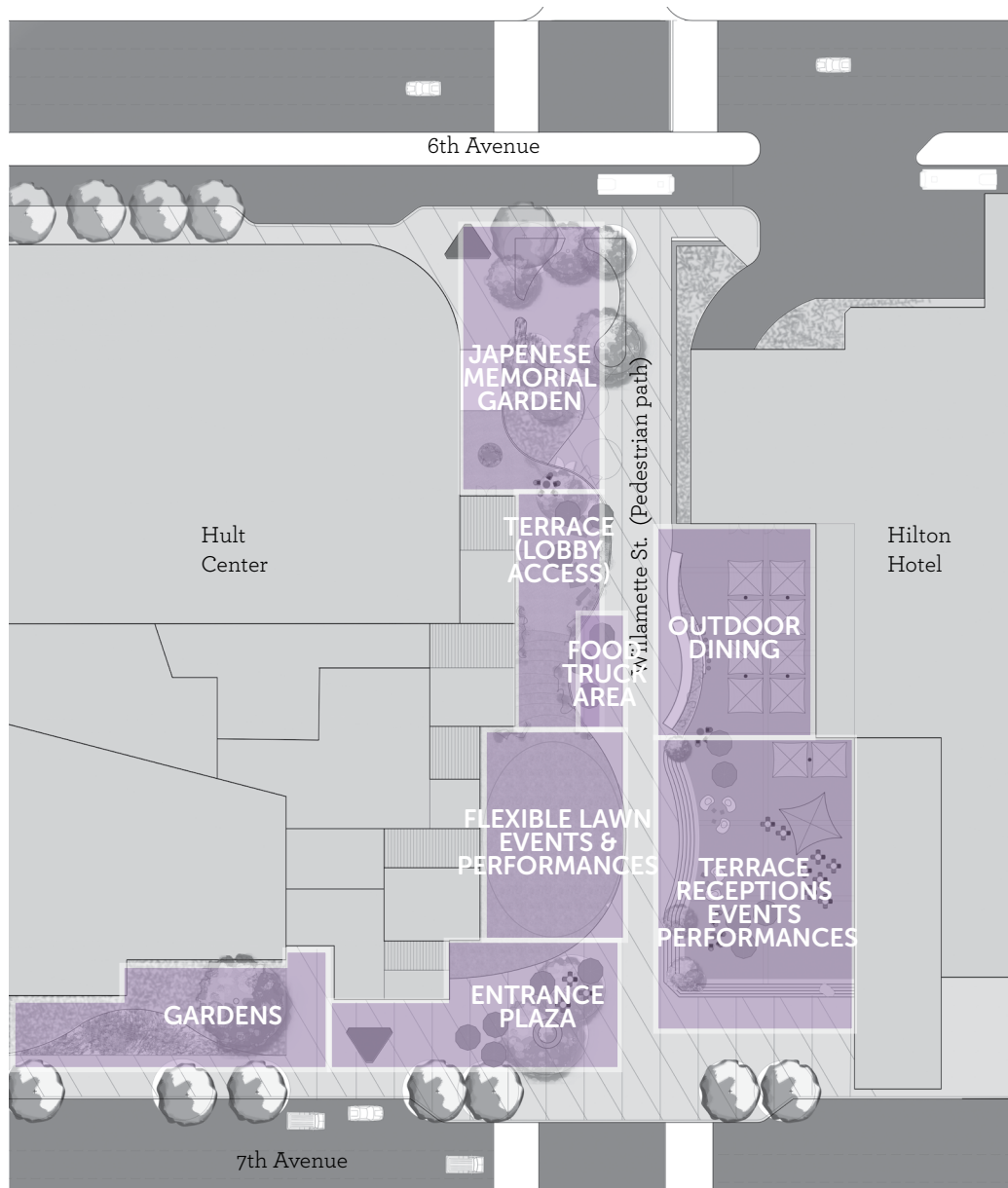
Programming in any public space in Eugene must take into account rain and bad weather. The Hult Plaza will be able to accommodate tents for receptions, weddings and small performances, both on the Hilton Hotel terrace and on the flexible lawn. Providing anchors and utilities in appropriate locations will facilitate their installation.

The Willamette pedestrian street will still cut through this new plaza area, but in a more visible way, and it can continue to host food trucks and vending activity, which will help to draw people to the plaza and pathway. Improvements to the Hult Center public spaces should include traffic calming at 7th Avenue, by returning it to a two-way street, and opening up views into the pedestrian street from the north and the south.

### ACTIVITY MATRIX

USERS	All day	Morning	Lunch	Evening	Weekday	Weekend	
Audience members				●	●	●	
Hotel guests	●				●	●	
Downtown employees			●	●	●		
Families			●	●		●	
Conference attendees	●				●		
Downtown residents	●				●	●	
Performers			●	●	●	●	
ACTIVITIES	LONG TERM						LQC
LEISURE							
Sitting	●				●	●	●
Garden meditation	●				●	●	●
Dance classes				●	●	●	●
Play on lawn	●				●	●	
FOOD & BEVERAGE							
Hotel dining		●	●	●	●	●	●
Food trucks			●	●	●	●	●
EVENTS							
Receptions				●	●	●	●
Meetings	●				●	●	●
Concerts			●	●	●	●	●
ENTERTAINMENT							
Music			●	●	●	●	●
Movies			●	●	●	●	●
Children's Theater			●	●		●	●





HULT CENTER PLAZA

50 ft \_\_\_\_\_ N ↑

## CONCEPT PLAN

The concept plan for the Hult Plaza supports the potential for new programming in the plaza, as well as improved connectivity and visibility. The Activity Matrix on the previous page lists possible activities discussed with the public and the Hult management team. As in the other public spaces in the downtown, long-term changes described here should be preceded by “Lighter, Quicker, Cheaper” interventions. New programming could be introduced in the driveway, for example, if it were temporarily closed. Outdoor dining at the Hilton Hotel could begin right away and more programming, such as outdoor movies, could be experimented within the sunken plaza.

### Long-Term Action Steps

- Remove driveways from 7th Avenue side of Hult Center and Hilton Hotel and replace with curb-side pullovers.
- Fill-in sunken plaza to the east of the Hult Center with flexible lawn area.
- Remove solid retaining walls and replace with steps and natural plantings.
- Remove current marquee from its current location where it blocks views into pedestrian street.
- Transform 6th and 7th Avenues into two-way streets.

### Long-term physical improvements

1. Garden with bench seating in front of large blank wall that will create a waiting area for people being picked-up or attending performances.
2. New pull-over at curb to replace driveway.
3. Ticket kiosk that doubles as food kiosk during events (could be temporary structure). It could also serve as marquee announcing events.
4. Entrance plaza at street level with movable tables and chairs.
5. Raised, flexible lawn that is large enough for event marquee and can provide a stage area for performances.
6. Conference center terrace for outdoor receptions and performance seating. Steps up to terrace will provide seating for performances on stage/lawn.
7. Outdoor dining area for Hilton Hotel.
8. Food Truck area with tables for informal dining.
9. Terrace at lobby level accessible by ramp and sloped lawn.
10. Japanese Memorial Garden to remain.
11. Two-way street with improved crosswalks.



HULT CENTER PLAZA

- 1** Garden
- 2** New pull-over
- 3** Ticket kiosk
- 4** Entrance plaza
- 5** Flexible lawn
- 6** Conference center terrace
- 7** Outdoor dining area
- 8** Food Truck area
- 9** Terrace at lobby level
- 10** Japanese Memorial Garden
- 11** Two-way street

50 ft \_\_\_\_\_ N ↑



## PRECEDENTS



5. Flexible lawn



5. Flexible lawn (Photo credit: Tom Fitzgerald Photography)



7. Outdoor dining area



7. Outdoor dining area (Photo credit: fairytaleeventsandevents.com)





Open air cinema (Photo credit: Fun Flicks)



Outdoor performance (Photo credit: Collin Andrew The Register-Guard)



9. Terrace at lobby level (Photo credit: Jeff Joslin)



9. Terrace at lobby level (pinterest)











# MANAGEMENT STRATEGY



# ROBUST MANAGEMENT

## WHY MANAGE?

The success of any public space—one that is active and exciting every day—will depend, above all, on its management. PPS is convinced that 80% of the success of a public space can be attributed to good management. The most successful parks and public spaces in the country are remarkable not only in terms of sheer popularity, but also because they have developed successful organizational structures that are able to bring together a vast array of stakeholders under one umbrella and approach a dizzying assortment of tasks in a comprehensive way. Well-known examples of successful civic spaces, such as Campus Martius in Detroit, Pioneer Courthouse Square in Portland, Oregon, or the Pearl Street Mall in Boulder, Colorado, are popular because an energetic and creative group of people dedicate themselves to nearly every aspect of their management. Arriving at just the right management structure for Eugene's public spaces will be a challenge. To achieve their new identity, the Park Blocks and other public spaces must become the most actively programmed and managed public spaces in the city, shared by a broad group of users and stakeholders:

- downtown employees
- city and county employees
- current and future residents from the downtown and the Eugene area

- downtown shoppers
- current users: homeless people and transients
- tourists
- commercial tenants and business owners
- cultural and civic organizations

In addition, the programming and design of the area should blur the division between indoors and outdoors—between public and private space or between public and institutional space (e.g. the Eugene Public Library or the Hult Center)—making it essential to have a seamless integration of the public management responsibilities with the needs of the private property owners and tenants. And, building on this public-private relationship, management must unite the needs and desires of a number of public and private entities that currently manage public space or are involved in the downtown: the City of Eugene and its departments, including the Eugene Police Department and the Eugene Public Library; Lane Transit District (LTD); the Eugene Area Chamber of Commerce; Downtown Eugene, Inc. (DEI) and the Downtown Eugene Merchants (DEM), to name the principal organizations. Management of the public spaces will rely on the skills and labor, as well as guidance, of a great variety of individuals and organizations. Just as this Placemaking study has relied on input from a large group of key stakeholders, the process of developing a management strategy will depend on considerable outside input and partnership building.

In many cities, especially those the size of Eugene, the principal public spaces in the downtown are managed by an entity that is also responsible for programming, cleaning, and promoting the downtown as a whole. This is often a nonprofit organization that is supported by a tax assessment district, such as a Business Improvement District (BID) or an Economic Improvement District (EID). While this report focuses primarily on the management and programming of the public spaces, the city and its partners may want to look at a number of options that would integrate public space management into an overall downtown management strategy or entity.

## THE MANAGEMENT STRUCTURE

While some aspects of the programming and permitting of downtown public spaces work quite well, the City of Eugene is carrying the lion's share of the work and expense. It is not unusual for a municipality to provide security, or maintenance and cleaning, in a downtown, but it is unusual for city staff to program and promote activities and events to the degree that Eugene's does. Most cities the size of Eugene have strong downtown management entities that also provide a lot of the heavy lifting in the parks and plazas. Eugene is fortunate to have the Saturday Market, which not only activates the Park Blocks all day Saturday, but also helps with permitting uses at the Park Blocks, Kesey Square, and throughout the downtown. The Lane

County Farmers Market is another attraction that brings thousands of people downtown without much assistance from city staff.

It is important to understand how management works now in the downtown--what is working and what is not, and what more needs to be done—before making recommendations regarding management changes.

## WHO IS MANAGING DOWNTOWN EUGENE TODAY?

While the city takes on most of the management roles in downtown Eugene (see breakdown of tasks below), there is no shortage of organizations and people involved with the downtown. Like other aspects of civic life in Eugene, the citizenry and business sector are heavily engaged, but there seems to be a lack of coordination and communication among the numerous entities that are committing volunteer and paid labor, and money, to making the downtown a better place.

Below is a diagram of the entities that are currently involved in the downtown and their relationships. For a small downtown, the proliferation of organizations is surprising. It illustrates the level of concern within the business, social service and cultural communities, as well as the over-sized role of the City of Eugene.

# THE PRINCIPAL MANAGEMENT TASKS

The following are tasks that are typically carried out by a public space manager, whether public, private or nonprofit, or a combination, to ensure a clean, safe, vibrant and attractive park, square or downtown district.

## CARE AND MAINTENANCE

The more used and loved a public space is, the more maintenance it requires. Keeping maintenance and cleanliness standards high will be critical to the success of the public spaces and the surrounding areas. Prompt attention to items that could be easily deferred, such as a broken fountain or removal of graffiti, will show that someone is a steward for the space, that the facility is respected, and that the public is protected.

Maintenance is now carried out by the Facilities Department in the Park Blocks, Hult Center Plaza and Kesey Square, and by the Library, Lane Community College and LTD at the Library Plaza. As the downtown public spaces evolve, new amenities and features may be outside the typical maintenance skills of the Facilities Division. Some landscaping and periodic cleaning needs may require special attention and equipment, and could be outsourced to local contractors.

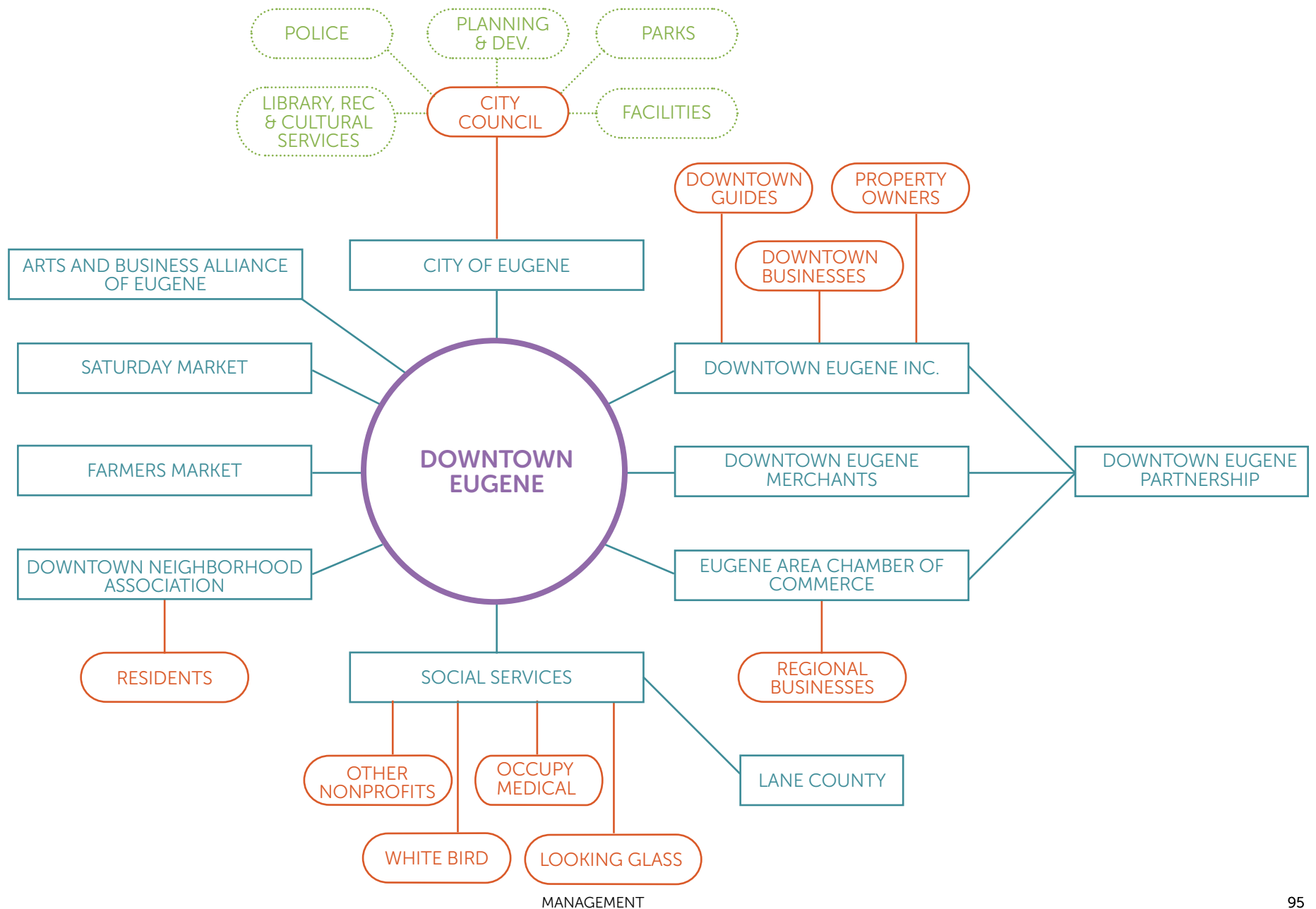
## SECURITY AND HOSPITALITY

Security should be visible and comforting without being intrusive. While a city's police department can oversee much of the security on an everyday basis, many public space managers have found that supplementing the police presence with "ambassadors" who enforce rules while making people feel welcome helps to keep down incidents of negative activity. If people feel hosted and welcomed, they don't feel the need to be protected, because to a very large extent the space becomes self-policing. For events that attract large numbers of people, event planners often pay off-duty policemen to provide traffic control and security, but private security may also be outsourced.



Maintaining hanging flower baskets in downtown Eugene





In Eugene, the Eugene Police Department (EPD) is assisted by the Downtown Guides (Red Hats) who are paid by DEI. The EPD has stepped up the number of patrolmen in the downtown in recent years to handle the increase in criminal activity. The social service provider, White Bird Clinic, also assists the EPD with individuals in need of special services or treatment. The Library and the Hult Center use a private security firm that works with their parking manager to supplement the EPD. LTD has recently started providing its own, in-house security. The Farmers Market works with the County Sheriff.

“Programming” refers to the wide variety of planned activities and to all the facilities and equipment related to them, including:

- scheduling the performances and events that will take place throughout the year.
- producing regular concert, movie and speaker series.
- coordinating festivals and markets.
- creating and executing a retail program, including markets, vending carts and seasonal activities.
- hosting community gatherings and civic events.
- furnishing the space appropriately, for example, with chairs and tables that can be moved between sun and shade.

Programming a public space successfully is an entrepreneurial art; the programmer drives the content the way a curator does in a museum.

Currently, programming is divided among the city and a number of organizations. The city’s Cultural Services Division actively programs the Park Blocks and Kesey Square. The Saturday Market and the Farmers Market activate the Park Blocks on Saturdays, and the Saturday Market assists the city with permitting throughout the downtown, and schedules the events and performances by outside groups and partners. These partners include University of Oregon student-run organizations, community organizers, activists, faith-based groups, groups holding vigils and



The Downtown Guides (Red Hats) (Photo credit: Turell Group)

memorials, nonprofit organizations holding fundraisers and doing public outreach and education, musical acts (such as Samba Ja – which is a regular on Kesey Square during the summer), Occupy Medical, and Lane Arts Council. The Hult Plaza is activated by the staff of the Hult Center for the Performing Arts, under the Cultural Services Division. No significant programming currently takes place at the Library Plaza. The Cultural Services Division, working with Saturday Market (permitting), coordinates most of the programming in the downtown.



North Cascade Peace Corps Assoc. in Kesey Square  
(Photo credit: Brian Davies, The Register Guard)

## MARKETING AND PROMOTION

Promoting the events and activities that take place in the downtown is an important adjunct to programming, particularly as the newly rebuilt spaces begin crafting a new reputation for themselves. It will be as imperative to market the Park Blocks to more performance groups and special event sponsors as it is to spectators and users. To help “build the brand” and step up the programming, a commitment to marketing and promotion will be needed right away, even before the re-designed spaces open to the public. This is an activity that many public space managers contract out in the early stages, and later share with local civic and cultural organizations that may be using the space.

The city actively markets its events to the public through newspaper and radio ads, press releases, social media and the EUGfun passports, which list over 100 events. The city’s partners—the markets and other organizations that put on programs—also promote their own events. DEI and DEM promote downtown businesses. There is no overall coordination of all the event and business promotion.

## PERMITTING

Permitting for events and markets is sometimes taken on by a management entity when it has complete control of a public space, but often permitting control is retained by a city in order to ensure that First Amendment rights are respected and a civic space remains open to all.



The permitting process for Eugene’s downtown (within the Downtown Activity Zone) is managed by the Saturday Market, which works closely with the city to coordinate and schedule the events. The Saturday Market issues permits for food carts on Kesey Square, other food vendors in the downtown, outdoor café seating, and commercial signage and displays on sidewalks. It also issues permits for events in the public spaces and for “Block Parties” that require street closures. Fees for food carts and events are low, presenting no barriers to those that want to hold events. Event sponsors are required to submit a \$100 damage and cleaning refundable deposit. Permitting appears to run smoothly and offers a good example of a nonprofit organization taking on a burdensome management task from the public sector.

## FUNDRAISING

Raising funds for the renovation of the public spaces, to supplement the Downtown Urban Renewal funds that are eligible for this work, will be essential to create vibrant, well-maintained spaces. In many cities, not-for-profit management organizations pursue grant money and donations to supplement dedicated public funding. A manager can also raise funds through event sponsorships, rentals and tenant leases. Many cities or public space managers start building an endowment right away to fill the gaps or take on capital improvements. In addition, many cities establish Special Districts--BID’s (Business Improvement Districts) or EIDs (Economic Improvement

Districts)--in order to assess surrounding property owners for ongoing management and maintenance costs. Permits can be an important source of revenue, particularly for privately sponsored events, if the funds are dedicated to the operations of the public space and not poured back into the city’s General Fund.

The City of Eugene carries most of the costs for maintenance, programming and promotion, and shares security costs with DEI. Saturday Market and the Farmers Market carry many of the costs for their markets, and the Saturday Market pays the city an annual fee of \$5,000 for the use of the Park Blocks. The city charges a minimal amount for event permits (\$10 for noncommercial and \$250 for commercial events) which is much less than many public spaces demand. Campus Martius Park in Detroit, for example, charges up to \$5,000 for the use of the park by outside organizations, although they do have a sliding scale that allows underfunded groups to use it for less. Downtown Eugene Inc. is supported by a mandatory Economic Development District (EID), and most of the funds go to support the Downtown Guides (security) and business promotion.

## COMMERCIAL TENANT INVOLVEMENT

In all great urban parks and plazas, edge uses, such as the activities of restaurants and retail tenants, spill right into the spaces. Members of the public should flow from outside to inside and vice versa with as few barriers as possible. A

management entity, therefore, should work with adjacent tenants, landlords, and property managers to coordinate the tenants' outdoor activities (e.g. outdoor dining and retail displays), interior and storefront designs, and signage, along with involving them in programming and special events. Furthermore, a management entity should oversee the lease with any commercial tenant renting space within the public domain, and work closely with the tenant on programming and amenity management (e.g. tables and chairs).

Eugene's public spaces and the adjacent ground floor commercial, cultural, or public uses should be seamlessly integrated. This will take a concerted effort of all the downtown stakeholders. For example, finding tenants to activate the ground floors around the Park Blocks is a top priority and there should be coordination between the city and the downtown organizations in how this can be accomplished. Within its public spaces, the city will need to formulate RFP's and commercial lease agreements if it wishes to lease space to private entrepreneurs. However, in both of these cases, a separate management entity could supplant the city and enhance coordination of the leases.

### PARKING MANAGEMENT

Parking for any active public space requires careful coordination and management in order to be most efficient and cost-effective. On-street and short-term parking need to be balanced with the long-term needs of residents and

tenants. For large events, parking can be remotely located, with shuttles or trolleys delivering people to the site if necessary.

The Park Blocks and other spaces are surrounded by a number of city-owned parking garages used by downtown businesses which could also be used for event parking, but coordination between the various users will be essential to accommodate peak demands.

### INITIAL CONSTRUCTION AND CAPITAL IMPROVEMENTS

Funding and managing the initial construction, reconstruction, or renovation of a public space can be taken on by a nonprofit public/private entity or a public authority, which then could also be responsible for ongoing capital improvements. This model is similar to other large public projects, such as housing, parking garages, or transportation facilities, where the city retains ownership of the land but the project is developed by a separate public/private or quasi-public corporation. The Bryant Park Development Corporation, a nonprofit corporation set up by New York City for this purpose, renovated, manages, and carries out capital improvements for Bryant Park. The Downtown Detroit Partnership functions similarly for all of downtown Detroit.

## MANAGEMENT OPTIONS FOR EUGENE'S PUBLIC SPACES

The city and the downtown stakeholders agree that new management options should be explored for the public spaces and possibly the entire downtown. They recognize that, at the very least, better coordination and communication would help downtown operations function more smoothly. PPS has explored a variety of management options for Eugene as a starting point for a discussion among the stakeholders. These options illustrate viable directions that the downtown and its public spaces could take, but many more discussions and research will be needed before any single management option can be selected. The management entity could also grow and change over time, starting small and taking on more responsibilities as time goes on.

In Option 1, **Programming Partner**, the City of Eugene would continue to provide maintenance, cleaning, and security for its spaces and the other owners—LTD and LCC—would do the same for theirs, while programming, promotion, and tenant engagement for many, if not all, of the public spaces would be managed by a new or existing nonprofit organization, or an event planner.

Option 2, **Downtown Manager**, proposes a downtown organization, which could eventually be funded through a mandatory Economic Improvement District (EID) or Business Improvement District (BID), as the primary manager of the day-to-day programming, operations, and maintenance of the public spaces, along with the streets and sidewalks in the downtown.

Finally, Option 3, **Civic Square Manager**, proposes that a nonprofit organization take the lead in most of the management tasks required for the Park Blocks and adjacent public spaces to create a new civic square.

In all scenarios, supplemental maintenance or security needs and other tasks could be contracted to an external organization or private contractor.

### OPTION #1: PROGRAMMING PARTNER CITY AND OTHER OWNERS PARTNER WITH A PROGRAMMER.

#### Description

In this scenario, the city and the other owners cover most of the management tasks that they perform now—maintenance, repair, and cleaning. The city, possibly working with the other owners, would engage a separate entity or an individual who would diversify and promote programming, create new everyday activation, coordinate with tenants, and do the permitting. This entity could be DEI, the Saturday Market, a separate nonprofit organization, a local business alliance, a “Main Street Manager,” or even a private event planner. This is a traditional approach to managing public open space in cities throughout the country. Greater Kennedy Plaza in Providence, RI is an example of a civic space that is maintained and operated by a parks department, but programmed by a nonprofit conservancy ([provparksconservancy.org](http://provparksconservancy.org)). Many parks



departments are assisted by conservancies that raise funds for and manage special programs (see “assistance providers” in Option #3 below). For example, the Untermyer Gardens Conservancy was set up to raise funds for the restoration of Untermyer Gardens, a public park in Yonkers, New York that is maintained and managed by a parks department (<http://www.untermyergardens.org>).

The programmer could also be responsible for engaging the tenants and business community in assisting with program development, funding, and management tasks (such as putting out movable chairs). A nonprofit has the added fundraising advantage to help pay for its own costs and the cost of events. Through their regular involvement with the programmer, the commercial property owners and tenants could form a business alliance, or use DEI or DEM structure, to play a more active role in helping to manage the public spaces in the future.

### **Pros**

With a simple layering-on of a management function that the city is now performing, this scenario would be the easiest to establish, and could grow and evolve over time. For example, it could start with the Park Blocks, which will be the most critical to program, and take on other spaces in the future, including the proposed city hall plaza and even Wayne Morse Free Speech Plaza. The contractual arrangement would be simple to structure and could be initiated by the Cultural Services Division, and the

contractor could even be selected through an RFP process. This simple organizational model would ensure that the public sector and other owners could manage their spaces with the goal of maximizing public benefit. In addition, safety and security is a top priority in downtown Eugene and the EPD would continue to play the primary role.

### **Cons**

There are a number of special circumstances that relate to downtown Eugene and weaken this scenario as a preferred option. First, these public spaces are not typical parks, but are very dependent on their immediate context amid privately-owned properties and nonprofit cultural institutions. Second, it would continue to burden the city with the maintenance and security of the public spaces, and could require a greater financial commitment, due to the intensity and quality of programming. Though this scenario may work well immediately, city staff might not be able to provide the level of maintenance required in the future.

## **OPTION #2: DOWNTOWN MANAGER A DOWNTOWN NONPROFIT OR ECONOMIC IMPROVEMENT DISTRICT MODEL**

### **Description**

Downtown organizations that manage Improvement Districts (EIDs or BIDs) often maintain and program public

spaces as part of their charge, and such an entity is another possible manager for Eugene's downtown spaces. In the State of Oregon, an Economic Improvement District is a funding mechanism that is established to help a community fulfill its commercial revitalization goals and entails a fee on property owners within the defined district. A Business Improvement District is similar, but entails a fee on business owners within the district. EID or BID proceeds often fund activities such as maintenance, provision of parking, events programming, retail promotion and recruitment, security, marketing, and physical improvements such as streetscape and landscaping. Cities often contract with EID entities to manage specific public spaces, taking on many of the roles the cities' parks departments or facilities departments traditionally play.

Currently, Eugene has an EID in place that assesses property owners only, but as previously mentioned, its funds go primarily to security and promotion. The assessments fund the operation of Downtown Eugene Inc., which pays for the Downtown Guides and contracts with the Eugene Area Chamber of Commerce. DEI fundraises for special initiatives such as holiday lighting. The role of the existing EID (and DEI) could be expanded to include public space management, if its funding was assured and increased, and its role was restructured. It might also be possible for a new EID/BID to be established for the downtown or even just a smaller area within the downtown, say around the Park Blocks, to assess the properties in a "Park Block District."

The Downtown Detroit Partnership is a good model of a nonprofit management entity that stepped in to revitalize a downtown when the public sector could not. The Downtown Detroit Partnership is, in its own words, "a partnership of corporate, civic and philanthropic leaders that supports, advocates and develops programs and initiatives designed to create a clean, safe, and inviting Downtown Detroit." Just two years ago, downtown property owners created the Downtown Detroit BIZ, a business improvement district that contracts with the Downtown Detroit Partnership to provide cleaning, safety, and landscaping services.

The nonprofit Detroit 300 Conservancy raised funds to create, design, and construct the two and a half acre Campus Martius Park, which has become Detroit's principal gathering space since its completion in 2004. It has also raised an endowment to support the park. The Conservancy became an affiliate of the DDP in 2009 and the two organizations now share the same staff. In addition, the Downtown Detroit Partnership staff is also improving and managing three other parks in the downtown. A fourth park, a privately-owned public space on Grand River Avenue, is being constructed by DTE Energy and will be managed by the Downtown Detroit Partnership when it opens in 2017. Although this Detroit example is at a much larger scale than Eugene, the structure is applicable and worthy of consideration.

## Pros

A downtown management organization, supported by an EID, is already providing some services to the downtown. In addition, if an entity such as DEI were to take on the management of the public spaces, programming coordination would be facilitated and communication among the various stakeholders could be enhanced. If DEI and DEM, (the merchants' association), were to merge or partner, business owners in the downtown would also have representation through the resulting organization. Collaboration and communication is already happening between these entities, and others, through an alliance called the Downtown Eugene Partnership, which is playing an advocacy role for the organizations.

## Cons

DEI would have to evolve into a very different organization if it were to take on so many more tasks in the downtown and public spaces. DEI's ability to focus on public space management, especially focused on the Park Blocks, may be limited by its geographic purview, its primary focus on business development and security for the entire area, and its equal responsibility to all property owners who pay to support its operation. As a result, even an expanded DEI may not be able to devote sufficient resources or expertise to achieve the intensity of programming needed at the Park Blocks. However, a separate management entity for the public spaces could partner with the nonprofit and use it as a fiscal sponsor or affiliate, just as the Detroit 300 Conservancy is to the Downtown Detroit Partnership.

## OPTION #3: A NONPROFIT MANAGEMENT ENTITY FOR EUGENE'S "CIVIC SQUARE"

### Description

It has become quite common around the country for nonprofit organizations to assume management responsibilities for parks and other public spaces, to take on roles that the public sector has traditionally played, or to assume new tasks that the public sector is, for some reason, unable to undertake.

### How nonprofit organizations work with public agencies

Nonprofit organizations can have a wide range of relationships and experiences with their public partners, depending upon the ability and resources of the city, and the condition of the public space and its surrounding community. PPS, in its research into the roles of nonprofits in park management, has categorized nonprofits according to the four predominant roles that they play in relation to the public sector.

1. *Smaller nonprofits are typically **assistance providers**. These groups help parks departments with education, programming, and volunteers. They also advocate for increased funding for park improvements and expansions. These organizations primarily operate on a volunteer basis with few if any paid staff, and do not have any responsibility for the park or public space itself.*



2. New parks are sometimes initiated by nonprofits that act as **catalysts**. Such groups work with public agencies and others to initiate projects and to provide financial support for new parks or greenways, just as the Detroit 300 Conservancy did for Campus Martius. These kinds of partners are typically involved in advocacy, design, and construction issues, and tend to be transitional in nature, redefining their role with the public entity and in relation to the park once the project is completed.
3. The groups attracting the most attention these days are the **co-managers**. Nonprofits of this type work in collaboration with a city or the public works department by way of either: 1) a position jointly shared by the nonprofit and a city department that oversees park planning, design, and capital construction projects, and in some cases management and maintenance; or 2) a staff that works with a city department and/or combines funds for the joint activities of master planning, capital project plans, and construction. These groups share responsibility for the well-being of the park.
4. Some cities take the ultimate step of making a nonprofit the **sole managers** for a park. This kind of organization manages and maintains parks on its own, functioning as an independent entity with limited involvement of the parks department, and it shoulders the major responsibility for the park. In this structure, park policies tend to be determined by the

*nonprofit. The Bryant Park Development Corporation in New York City was initially created to renovate Bryant Park in the 1980s, but has evolved into the sole manager of the park. It is now supported by a BID, which was formed by the property owners around the park to dedicate tax assessments to its operation and maintenance, after they found their property values and rents benefitted from their proximity to the park.*

We have found a few organizations that were involved in activities or had characteristics in common with more than one model. We also found that these types of working relationships tend to be fluid and dynamic, evolving as the nonprofit becomes part of the continuing effort to respond to the needs of the park over time. Thus, a newly-formed park nonprofit may start as an assistance provider and public advocate and, only after gaining experience and forming relationships with other organizations, later redefine or enlarge its role to work as a catalyst for the development of a new park or greenway project. Additional funding and staff, on the other hand, may draw a nonprofit into a more collaborative role with the parks department.

A nonprofit corporation could be created by the City of Eugene and other stakeholders to serve first as an assistance provider in the lead-up to the reconstruction of the Park Blocks and the construction of a new city hall plaza, and could later take on the role of a catalyst, raising funds for and managing the reconstruction of the spaces.

Once reconstruction is completed, as in the Detroit and New York City cases, it could evolve into an entity that acts as a co-manager or a sole manager of the new civic square.

### **Pros**

A nonprofit dedicated to the four public spaces that will make up the civic square would not have to share resources or staff with other downtown projects or public areas. Its narrow focus on the square could help to raise funds dedicated to this space alone and ultimately ensure that it achieves success more quickly than if it were one of several public spaces under the management of one organization. It could also serve as a partnership between the City of Eugene and Lane County, which could both sign agreements with the selected nonprofit and serve on its board, thus giving both governmental entities some say in the management of the space they share.

### **Cons**

A dedicated nonprofit corporation would run the risk of competing for limited resources with DEI and its assessment district's needs, and communication and coordination with other activities in the downtown would be more challenging. This entity could, however, be under the purview of the DEI, which could be its fiscal sponsor.

## **EVOLVING A MANAGEMENT ENTITY**

More than one model may be applicable to downtown Eugene and it may need to evolve over time, through

incremental steps. For example, in experimenting with short-term, “Lighter, Quicker, Cheaper” interventions in the public spaces in 2017, the city may find that hiring an individual or contracting with an existing programmer to work with the city in activating the spaces and managing the amenities could be a good starting point in supplementing the city's efforts. Alternatively (or in addition), the city could find or set up a nonprofit programming partner that could raise funds for and implement the LQC activities, and even help with long-term construction or amenity costs. Later, with some experience at more intensive day-to-day activation, the city and the other downtown partners could consider growing the nonprofit programming partner into an EID-supported downtown manager, or merge with the DEI.

Coordination and communication among the many entities working in the downtown have been found to be challenging. A new advocacy organization, the Downtown Eugene Partnership, which links many of the downtown organizations, was recently formed by the Chamber of Commerce and this organization could help to facilitate these connections. As another initial effort in working toward a management entity, the city could be involved in these efforts and help to coordinate events, programming, and promotion with other groups through this entity.

In addition, engaging the business community around the Park Blocks in the short-term could lead to the creation of

a business alliance that could help to activate the ground floors around the park, or even a BID that could contribute funds toward the management of the larger civic square in the long-term.

The choice of a management entity will also be affected by financial constraints and the funding mechanisms that are selected, or additional sources that are found for the reconstruction of the Park Blocks and the construction of the new city hall plaza. Many nonprofit management entities, such as the Detroit 300 Conservancy and the Indianapolis Cultural Trail, were able to be formed right away, because an endowment was created to support them at the same time that funds were raised for construction. Other management entities, such as the Pioneer Courthouse Square, Inc., have grown only as they raise the funds themselves through their own efforts. Even with an endowment, an entity must seek funds from diverse sources in order to become self-sustaining over time and weather difficult financial times.

While the city is implementing those “Lighter, Quicker, Cheaper” programs in 2017, the next step in the creation and evolution of a management entity for the downtown would be to hold several meetings with involved city agencies, DEI, DEM, the Chamber, and other major tenants to discuss the options and case studies presented here. We also advise interviewing several of the public space managers listed in the case studies. PPS can recommend

other experts with hands-on experience who could serve as advisers to the City. Defining the responsibilities that will be required to operate and maintain a revitalized downtown, starting with the tasks listed earlier, will be an important subject for discussion.

## SUGGESTED STEPS FOR EVOLVING A MANAGEMENT ENTITY

DATE	MANAGEMENT TASK	ENTITY
Spring 2017	LQC programs	City + programming partner/nonprofit
Summer 2017	Kesey Square Café	Find private vendor
	Communication	City, Downtown Eugene Partnership
2018	Management discussions	Set up Downtown Manager
	Kesey Square Café opens	Private vendor
Summer 2019	Park Blocks management	Downtown Manager
	Downtown management	Downtown Manager



# MANAGEMENT CASE STUDIES

## CASE STUDY: PIONEER COURTHOUSE SQUARE, PORTLAND, OR

Pioneer Courthouse Square, which covers an entire city block (about one acre) in downtown Portland, is comprised of a large open plaza/ amphitheater, the Visitor Information Center, the TriMet Customer Assistance Office, a coffee shop, food cart vendors, a flower cart, several public art installations, and a public restroom. Since the square is located in the heart of the retail district, as well as at a major transportation hub, it enjoys a constant stream of visitors, earning it the reputation as “the city’s living room” and “premier public gathering spot.” The square hosts hundreds of events each year and saw 9,790,000 visitors in 2011-2012.

The square was completed in 1982 for a total project cost of \$6.8 million dollars. Financing was provided by the Portland Development Commission, Tax Increment Funds, federal grants from the Urban Mass Transportation Administration (now the Federal Transit Administration) and the Heritage Conservation and Recreation Services (now defunct), the City of Portland, and the adjacent local department store.

Additional funds were raised by the nonprofit management entity through auctioning off parts of the square: paving bricks inscribed with a sponsors’ name, and design elements like the amphitheater and drinking fountains.

### OWNERSHIP/MANAGEMENT STRUCTURE

The City of Portland owns the square, but it is managed by Pioneer Courthouse Square, Inc. (PCS Inc.), a nonprofit



operator of the facility. PCS Inc. fulfills the public service mission to maintain a “Clean, Safe and Active” public space.

### CARE AND MAINTENANCE

The city’s Parks Department provides in-kind services (for trees, flowers, basic maintenance) and is on call to fix any major problems. PCS Inc. partners with Tri-Met Regional Transportation for maintenance of the transit shelter areas. Cleaning services are outsourced through various contractors.

### SECURITY AND HOSPITALITY

PCS Inc. contracts with the City of Portland for an annual level of funding to support 24-hour security on-site. The

security service is contracted through the Downtown BID. The management organization also pays “guards” whose role is to provide information, inform visitors about rules and help to enforce them.

### PROGRAMMING AND VENDORS

PCS Inc. is responsible for all programming on the square, which hosts over 300 events a year. It coordinates activities such as concerts, children’s events, and cultural festivals, and provides the annual City of Portland holiday tree. It encourages other groups to use the space for their own activities, such as the Festa-Italiana. The square is not “self-activating:” without events there would be little happening there on a daily basis. An event permit allows for equipment to be rented (lighting, chairs, tents, etc.) from PSC Inc., which has established relationships with local vendors. Starbucks, TriMet, the Portland Oregon Visitors Association, the Bank of America, and the vending carts are presently the only commercial vendors in the square.

### MARKETING AND PROMOTION

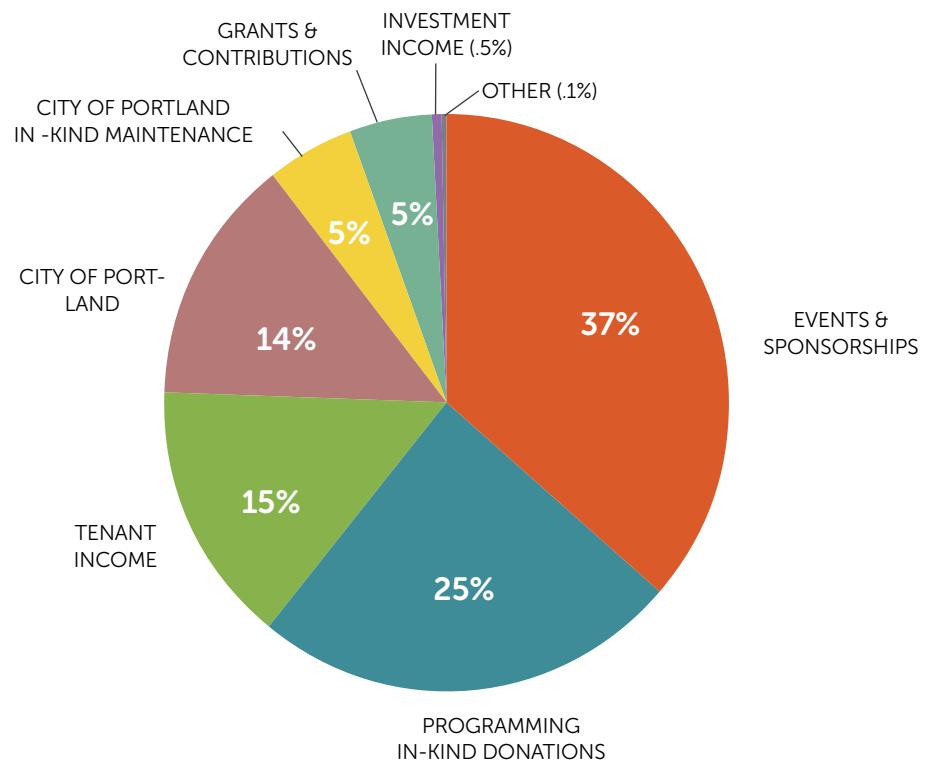
PCS Inc. is responsible for marketing events as a means to fulfill the “active” part of its mission statement. PCS Inc. also has annual contracts with TV, print and radio partners to promote regular events. Promotion for the square is coordinated with downtown businesses and TriMet, providing opportunities for event sponsor cross-promotion.

### FUNDING

The annual budget for 2012-2013 was \$2.24 M, obtained from a great variety of funding sources.

### STAFF

The staff of PCS Inc. consists of an executive director, a director of marketing, an event director, a production director, a development manager and an administrative coordinator. Its nonprofit corporate board consists of 31 people, plus honorary and ex-officio members.





## CASE STUDY: PEARL STREET MALL, DOWNTOWN BOULDER, CO

The Pearl Street Mall is a four-block outdoor pedestrian mall located in downtown Boulder, Colorado. The street features unique play elements for children, including structures and a pop-jet fountain, public art works, informational plaques and maps, seating, and is frequently used as an outdoor venue for musicians, street performers, and festivals. Local shops and restaurants line the street and continue along East and West Pearl, extending beyond the pedestrian mall. Pearl Street is a major attraction for tourists and local Coloradans alike.

Pearl Street was officially converted into a pedestrian mall in 1977, after Governor John Love signed the “Public Mall Act” in 1970, paving the way for Boulder and other Colorado cities to close streets for the construction of pedestrian malls.



Play area at Pearl Street Mall

### OWNERSHIP/MANAGEMENT

Pearl Street Mall is considered to be a city-owned “urban park,” but is managed by a public/private partnership among a number of agencies and organizations.

#### **Public:**

Boulder Department of Parks and Recreation: maintenance  
Boulder Department of Community Vitality: parking operations (both on-street and structured), capital improvements in the Pearl Street Mall and other downtown public spaces, special event permitting, and business retention and outreach.

#### **Private:**

The Downtown Boulder Partnership (DBP), a 501c6 nonprofit organization, is the umbrella organization for the Downtown Boulder Business Improvement District (BID) and the Downtown Boulder Foundation (DBF). Each of these organizations takes on specific aspects of Pearl Street’s management: DBP, which manages the 49-block taxing district (BID), is responsible for supplemental maintenance (e.g. additional trash removal), as well as all marketing and promotion of the downtown, including advertising, brochures, banners, newsletters, social media, and market research. DBF manages Pearl Street’s year-round programming and events, including the Arts Fest, Taste of Pearl, and the Boulder Craft Beer Festival.

## CARE AND MAINTENANCE

The Parks and Recreation Department is the primary entity in charge of Pearl Street's maintenance. In addition to planting and caring for flowers, plants and trees on the mall, its staff cleans the mall every morning, removing trash daily. It is also responsible for repairs, snow and graffiti removal, and plants thousands of flowers on the Pearl Street Mall every spring and summer. DBP supplements this with trash and graffiti removal, litter pick-up, and basic landscaping maintenance in the afternoon. The Department of Community Vitality manages public space capital improvements on Pearl Street, including repairs to damaged decorative lighting, newspaper racks/publication boxes, benches, and regulatory signs.

## SECURITY AND HOSPITALITY

Most security, except for special events, is provided by the Boulder Police Department.

## PROGRAMMING

DBF heads management of year-round programming and events on Pearl Street, and manages event sponsorship. Open calls for artists and musicians are made to the public for events throughout the year. Pearl Street hosts approximately 19 major events per year, including concerts, festivals and parades, drawing over 250,000 people each year.

## MARKETING AND PROMOTION

DBP provides marketing and promotion for Pearl Street events and business promotion, and manages the city's popular events website - [DowntownBoulder.com](http://DowntownBoulder.com). Community Vitality and the Parks Department also assist with event planning and promotion

## PERMITTING

The Department of Community Vitality issues activity, ambulatory vending, and special events permits, ranging in cost from approximately \$15 to \$110 per month. Advocacy permits (for nonprofits and political causes) and special entertainment permits (e.g. performance entertainers using slack lines or stilts) are free. General merchandise and food vendors are not allowed on the mall.

## STAFF

Boulder Parks and Recreation has two full-time urban parks staff, along with staff for community outreach, events, and volunteer management.

The Downtown Boulder Partnership has nine full time staff, including: a CEO; managers of finance, marketing and communication, and events and membership; a business liaison; and two marketing associates.

## CASE STUDY: CAMPUS MARTIUS PARK, DETROIT, MI

Campus Martius Park, along with the adjacent Cadillac Square, lie at the very heart of downtown Detroit and are renowned as Detroit's main gathering place, busy all year around. The park has served as an important catalyst for redevelopment in the surrounding commercial district. The 1.6 acre Campus Martius Park features a flexible lawn surrounded by two retractable stages, a dramatic fountain and the popular Fountain Bistro for indoor and outdoor dining, as well as quiet sitting areas that feature movable tables, chairs and umbrellas. Cadillac Square is a flexible one-acre space programmed in a variety of ways throughout the year. Campus Martius Park's central location on Detroit's main street - Woodward Avenue - has contributed to the major role the park has played in the rebirth of downtown Detroit.

In 1999, Detroit Mayor Dennis Archer decided to reclaim Campus Martius--at the time, little more than a sprawling intersection at the heart of an empty downtown--as a public space for the greater public benefit of the City of Detroit. The mayor's vision inspired the creation of the Detroit 300, Inc., a group of philanthropists and local businesses that raised \$20 million to design, build and endow the park in honor of Detroit's tri-centennial. In 2001, Mayor Archer established a Campus Martius Park Task Force, which included downtown businesses, and representatives from the City Council, the Parks and Recreation Department, the Greater Downtown Partnership, Detroit Downtown Development Authority and Detroit 300, to come up with

the vision. The Detroit 300 Conservancy, the successor to Detroit 300, Inc., was incorporated as a 501-(c)3 nonprofit corporation in 2001 to construct the park as well as to manage, maintain, and operate it through a long-term agreement with the City of Detroit.

The grand opening of the new park took place in 2004 and it was an immediate hit with the people of Detroit. Over a billion dollars of new investment has flowed into the area since Campus Martius was completed, beginning with the new Compuware headquarters on the park in 2004 and followed by Quicken Loans in 2011, when that company began to move its 10,000 employees downtown, buying and renovating many office buildings in the vicinity of Campus Martius Park.



The Beach at Campus Martius



## OWNERSHIP/MANAGEMENT

Campus Martius Park is owned by the City of Detroit, which provides some police presence and utilities. Since its completion in 2004, the Detroit 300 Conservancy, a nonprofit, has been responsible for the management, maintenance and operation of the park. In 2009, the Detroit 300 Conservancy became a subsidiary of the Downtown Detroit Partnership (DDP), a nonprofit alliance of corporate, civic, and philanthropic leaders that is dedicated to keeping downtown Detroit clean, safe, and inviting. DDP is responsible for the cleaning, maintenance, programming and security of all public spaces, streets and parks in the downtown. In 2014, a business improvement district (the BIZ) was established to support the work of DDP through tax assessments.

## CARE AND MAINTENANCE

Except for seasonal employees who maintain summer planting, the Conservancy contracts out most maintenance tasks.

## SECURITY AND HOSPITALITY

Security is largely provided by private contractors.

## PROGRAMMING

More than 300 events, ranging from a multitude of performances, such as the world-famous Detroit International Jazz Festival, to food events, outdoor movies, family programming, game activities and fitness classes

are held over the summer. During the winter, the holiday market, outdoor beer garden and ice rink attract thousands. Even February is a busy time with the Winter Blast offering snow activities and toboggan runs. The Conservancy also manages a wealth of amenities which are kept out most of the year: movable chairs and tables, picnic tables and lounge chairs, and games of all types.

Recently, through "Lighter, Quicker, Cheaper" interventions, Campus Martius Park, the adjacent Cadillac Square and surrounding streets and sidewalks have become an even more important destination. Downtown employees enjoy the lunchtime food trucks and compete in tournaments at the temporary basketball and beach volleyball courts. Workers and residents from the entire metropolitan area are drawn all summer long to the Beach at Campus Martius and its Beach Bar and Grill.

## MARKETING AND PROMOTION

The Conservancy promotes, through a variety of media, the events it sponsors.

## FUNDING

In 2012, the annual budget for the park was \$1,440,128. The Detroit 300 Conservancy receives most of its revenues from charitable donations and event sponsorships (contributions and grants). However, revenues from park rental fees are growing. During peak season, the park rents for \$10,000 per day for corporate events and

\$6,000 for nonprofits. Reimbursable expenses for events include additional security, cleaning, barricades, sound and lighting. The Conservancy started with a \$3 million endowment at its inception, from which it receives annual income.

## STAFF

The Detroit 300 Conservancy shares its staff with the Downtown Detroit Partnership. Full-time staff number only three people as many tasks and services are contracted out.



Lunchtime at Cadillac Square

## CASE STUDY: GROVE PLAZA, BOISE, IDAHO

Grove Plaza, a circular public space in downtown Boise, serves as the heart of the Boise community. The Boise Centre (convention and events center), CenturyLink sports arena, Grove Hotel, City Center Plaza, Wells Fargo Center, and the US Bank are all adjacent to the Grove. Since the plaza's renovation in 2016, the Grove features an updated interactive fountain, improved high-efficiency lighting system, a sound system, a mobile stage, 33 trees in upgraded subsurface growing beds, free public wifi, moveable seating, public restrooms, and brand new bricks providing a level, safe, and permeable surface.

In 1985, a citizens group took action to prevent a shopping mall from replacing much of the downtown and hired outside consultants to provide a master plan for the downtown. After extensive discussion, the design team advised the Boise Redevelopment Agency to create a major public open space along the 8th Street corridor. The Grove Plaza and its north spoke were completed in September 1986 and dedicated to the "People of Boise." The construction of Grove Plaza was one of a number of projects proposed in the 1986 Urban Renewal Plan approved by the City Council, and paid for through a TIF-funded urban renewal district, along with improvements to Capitol Boulevard and 8th street, the creation of public parking, and the establishment of a Downtown Business Improvement District.

Between 1986 and 1989 the community helped furnish the plaza by donating money to buy trees, lamp posts, benches

and personalized bricks. These features made Grove Plaza the new heart of downtown where many special events have continued to take place over the years.

### OWNERSHIP/MANAGEMENT

Grove Plaza is owned by the Capital City Development Corporation (CCDC), the urban renewal agency that replaced the Boise Redevelopment Agency, but CCDC contracts with the adjacent Boise Centre for much of the plaza's management and maintenance, as well as event scheduling. With the recent renovation of the plaza and the expiration of the urban renewal district—the Central District— in 2018, management of Grove Plaza will be handed over to the Downtown Boise Association (DBA), a nonprofit 501(c) 6 Corporation that manages the downtown Boise Downtown Business Improvement District (BID) on behalf of the City of Boise.



Grove Plaza event (Photo credit: Capitol City Development Corporation)



## CARE AND MAINTENANCE

While the CDDC, through its contractor, Boise Centre, is formally in charge of the Plaza's general maintenance, the DBA is responsible for most day-to-day care and maintenance, including trash-pick up, flower maintenance, supplemental snow removal, and lamppost banners. The CDDC is in charge of public parking garages in downtown Boise, as well as the maintenance of the brick pavement, street benches and bicycle racks. The DBA is slated to take over at least some of these responsibilities, including funding, with the termination of the urban renewal district in 2018.

## SECURITY AND HOSPITALITY

DBA works with local law enforcement officials and business owners to keep the Grove Plaza and greater downtown Boise safe.

## PROGRAMMING

The Downtown Boise Association is responsible for much of the Grove's public programming and event planning, which tends to consist of larger one-off events, while the Boise Centre is in charge of event scheduling. The Boise Centre is in the process of transitioning full responsibility for event scheduling to DBA.

DBA established the popular "Alive at Five" summer concert series and is responsible for the annual holiday tree lighting ceremony, as well as "Christmas in the City," "Jazz on the Grove," and "Twilight Criterium." The DBA operates

the Bronco shuttle, a bus line connecting the Grove with Boise State University. The Capital City Saturday Farmer's Market, on nearby 8th Street between Main and State Streets, drives weekend traffic to Grove Plaza, located just south of the market's entrance at 8th Street and Main.

## MARKETING AND PROMOTION

The DBA is responsible for most marketing and promotion of its own programming, which covers the bulk of the programming on the Grove, as well as downtown business promotion.

## PERMITTING

Special events permits are issued by the City of Boise. Applications incur a fee of \$186.50 per event/date. The city issues vendor and solicitor licenses, e.g. for food carts and special events vendors.

## FUNDING

The Grove Plaza has been funded as part of CDDC's tax increment financed Central District revenue allocation area. The current renovation has been supported through the 'Grove Plaza: Brick by Brick' program, which allows donors to inscribe bricks used in rebuilding the plaza. The program was projected to yield \$270,000 in revenue. Inscribed bricks cost between \$60 and \$100. The original Plaza was similarly built using 14,000 engraved bricks.



The DBA operates on a minimal budget, and the business owner tax levied is enough to cover general downtown marketing and maintaining the flower planters, while staff salaries are covered primarily through sales during events on the Grove. The transition in 2018 once DBA takes over will be challenging.

### STAFF

The DBA, in charge of most day-to-day operations at Grove Plaza, is governed by a Board of Directors, elected by district members. The DBA, which has a full-time staff of three, is transitioning to take on more responsibility for events scheduling and will hand off more of its downtown maintenance responsibilities to the city.



**WE HAVE TO TURN  
EVERYTHING UPSIDE  
DOWN - TO GET IT  
RIGHT SIDE UP...**

**TO GET FROM  
INADEQUATE TO  
EXTRAORDINARY**

Project for Public Spaces (PPS) is a nonprofit planning, design and educational organization dedicated to helping people create and sustain public spaces that build stronger communities. Our pioneering Placemaking approach helps citizens transform their public spaces into vital places that highlight local assets, spur rejuvenation and serve common needs.

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